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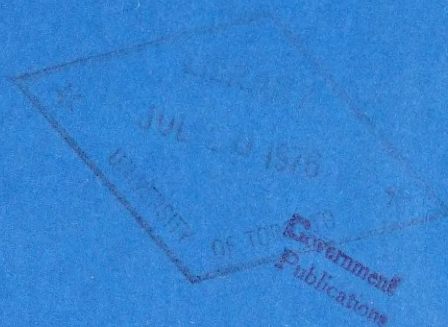
Design for Development

Ontario's Future: Trends  
and Options

March 1976

The Honourable  
W. Darcy McKeough  
Treasurer of Ontario

A. Rendall Dick  
Deputy Minister



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# Ontario's Future: Trends and Options

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Government  
Publications

Ministry of Treasury, Economics  
and Intergovernmental Affairs

Regional Planning Branch

DESIGN FOR DEVELOPMENT

ONTARIO'S FUTURE:  
TRENDS AND OPTIONS

A Statement by the  
Government of Ontario  
on Provincial and Regional  
Development

March, 1976.




## PREFACE

The past quarter-century has been one of dramatic change in Ontario. Immigration from other countries has not only increased the size of the population, but has also greatly changed its character. Houses, tall apartment buildings, enormous shopping centres, and industrial plants have spread across the open countryside of twenty-five years ago. Networks of freeways and efficient public transportation services now complement the historic roads of the province. Large-scale urban and industrial growth has overtaken once remote rural areas. The pace of change has been breathless. Steadily rising prosperity led to the assumption that growth must be good. For a long time, few were inclined to consider whether it might not be an unmixed blessing, or where it might eventually lead.

We look ahead now to the next quarter-century in perhaps a rather less euphoric, rather more sober, mood. We cannot know exactly what it will bring to Ontario, but there are some things we do know. Even though the population may grow more slowly than before, and perhaps fall well below past forecasts, we know that for many years it will nevertheless continue to grow substantially. We know that this growth, if allowed to take its natural course, will tend to gravitate to a few already crowded parts of the province. We know now from experience that growth can do harm as well as good, that change can be for the worse as well as the better. And we understand more clearly than we did twenty-five years ago that our resources--of natural wealth, of energy, of money--are not unlimited and must be used with care.

The conclusion may be summed up in a few words: the imperative need for prudent management of change in Ontario.





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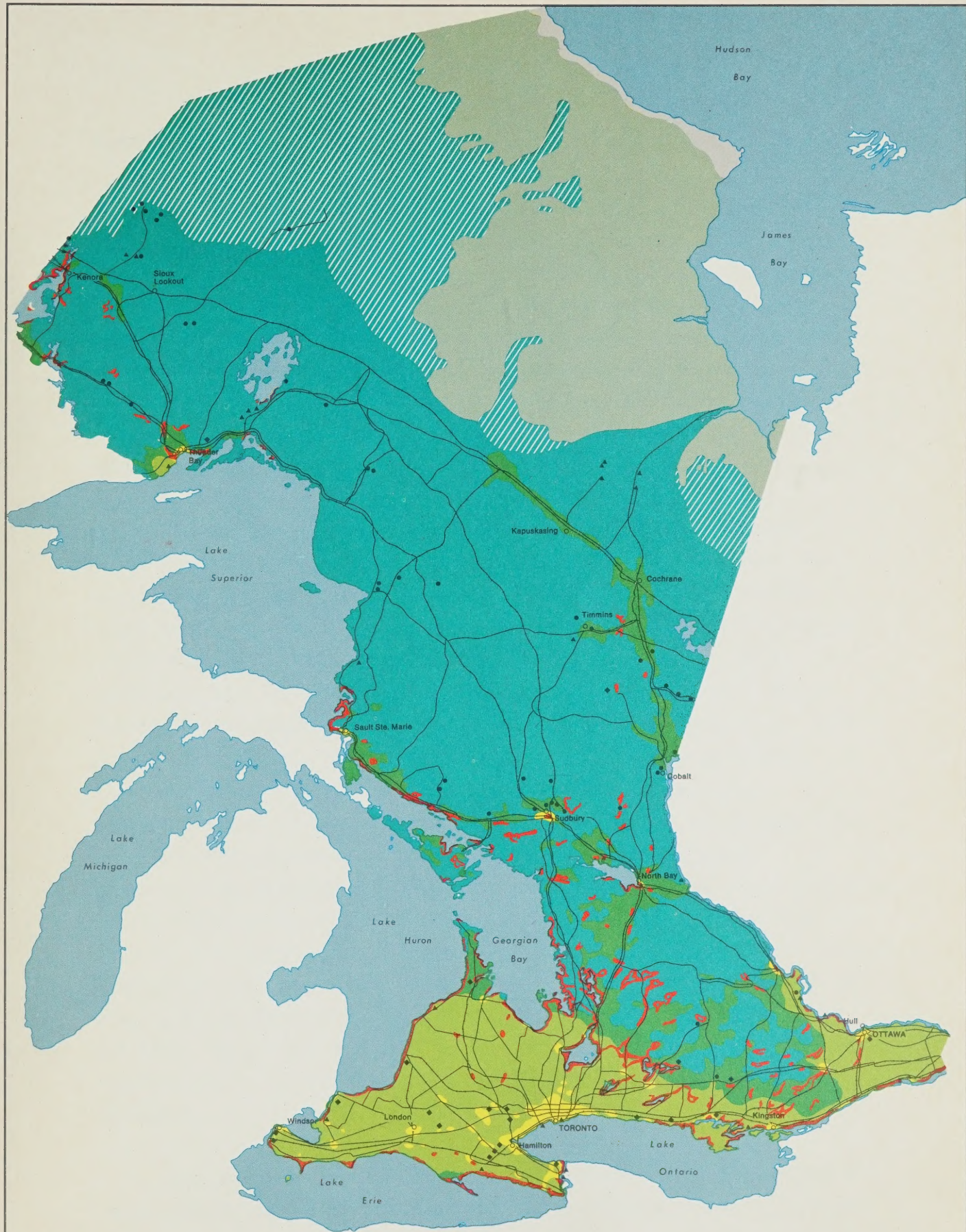
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# The Economic Landscape of Ontario

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|--|---|---|
| <span style="color: yellow;">■</span> Urban-Industrial Areas | <span style="color: black;">—</span> Major Railways   | <span style="color: teal;">▨</span> Unexploited Forest, Scattered Trapping, Hunting and Fishing       |
| • Metallic Mineral Mining                                    | <span style="color: lightgreen;">■</span> High to Intermediate Intensity Agricultural Utilization                         | <span style="color: lightgrey;">■</span> Muskeg and Open Bog, Scattered Trapping, Hunting and Fishing |
| • Non-Metallic Mineral Mining                                | <span style="color: green;">■</span> Low Intensity Agricultural Utilization and Intermediate Intensity Forest Utilization | <span style="color: verylightgrey;">■</span> Arctic Tundra, Widely Scattered Trapping and Hunting     |
| ▲ Major Power Generating Stations                            | <span style="color: blue;">■</span> Intermediate to Low Intensity Forest Utilization                                      |   |
| <span style="color: red;">—</span> Resorts and Cottage Areas |   |   |
| <span style="color: black;">—</span> Major Highways          |   |   |







## INTRODUCTION

In the early days of Ontario's history, its population was small, events moved slowly, and government responsibilities were relatively few. But times changed, and change gained momentum. Change--in technology, in people's aspirations, in land use, in population size, and in a host of social and economic factors--is still accelerating. Today, of all its responsibilities, perhaps the most important responsibility of government is that of planning and managing change itself.

Change has brought a growing awareness of problems that must be dealt with, issues that must be resolved, at the level of the whole province. The days are gone when each locality was largely self-sufficient and what happened there was of little importance elsewhere. Today, the consequences of changing demographic, economic, and urban patterns transcend local and even regional boundaries. For example, economic difficulties in northern and eastern Ontario are at least in part related to the growing concentration of people and production in the south-central part of the province. The prosperity of individual communities throughout Ontario, and the services they are able to provide both to their own citizens and to surrounding areas, are increasingly dependent on their place in the urban system of the province as a whole. Steady encroachments on the natural resources of the province--far from unlimited, as they were once assumed to be--are a matter of concern for every Ontarian, whether he live in Toronto, Trenton, or Timmins.

The message is clear. The Government of Ontario has a responsibility to the people of the province to maintain and

enhance the environment in which they live and the quality of life which they enjoy. To help them realize their aspirations, the government must work towards the optimum development of the province's economic potential, the wise use and protection of its resources, and the equitable distribution of opportunity across the province.

In fact, this responsibility has long been accepted. The 1966 White Paper, *Design for Development*, set out a philosophy and structure for regional development throughout Ontario and initiated the government's Regional Development Program. While the 1966 White Paper focussed particularly on the problem of reducing regional economic disparities, its perspectives were much broader, and in fact it laid the foundation of a provincial planning program. In the following year, another milestone document, *Choices for a Growing Region*, focussed principally on another aspect of planning calling for solutions beyond a local scale: the structuring of metropolitan growth. This report, published in 1967 by the Metropolitan Toronto and Region Transportation Study, led to the government's adoption of the Toronto-Centred Region policy in 1970.

The shared common denominator of these two documents, despite wide differences in origin, focus, and immediate objectives, was the quest for optimum distribution of people, urban places, and economic activities. This remains the core of the Ontario government's planning program. The program seeks the best balance of these elements in terms of economic and social opportunities, living conditions, economical provision of hard and soft services, and environmental and resource conservation. The emphasis and



the particular objectives necessarily vary greatly from one part of the province to another; the general goal remains the same.

A decade of experience and important accomplishments has taught us many lessons. Objectives have been more clearly defined; methods and approaches have been tried; weaknesses have been exposed. Above all, we have learned by experience that effective and successful planning requires more than minor adjustments to the machinery of government. It demands a structure and a continuous process pervading the whole of that machinery. It demands a rational continuum of defined planning responsibilities from the local to the provincial level. It demands that ways be found to incorporate in provincial planning objectives and processes people's wishes and aspirations for their own communities. It demands, in fact, that government, at all levels, find new ways of conducting its business, even new ways of thinking about its business.

So, nearly ten years after the original *Design for Development* statement, the time has come for review, evaluation, and the charting of new directions. The objectives and policies of *Design for Development*, 1966, remain valid and continue to apply. The present statement does not replace its predecessor, but expands and in some ways refines it. It is not, however, a "plan" for Ontario, though it provides the necessary foundation of objectives and policies, and examines the machinery needed to translate such a plan into reality.

## I PLANNING FOR ONTARIO

People, resources, and potentials are unevenly distributed in Ontario. The physical geography of the province, together with its continental location, divide it into two distinct parts. In most of its vast northland, sparse settlement on the Canadian Shield reflects severe climate and terrain rich in mineral and forestry resources but poor for agriculture. To the south, the dense population of the Great Lakes-St. Lawrence Lowlands has been fostered by a more temperate climate, rich agricultural resources, and proximity to the great continental population concentrations and markets.

Correspondingly, the single most important fact in the province's social and economic geography, and hence in the formulation of its planning policies, is the massing of population and economic activity in a relatively tiny part of its territory. This concentration, moreover, is occurring primarily in the cities. As a result, they are imposing intense pressures on their rural hinterlands.

The notion that Ontario is a land of limitless space is in fact a myth, and a dangerous one. Nine out of ten Ontarians live in the three southern planning regions,\* at an overall density of nearly 170 people to the square mile--higher than that of India and approaching the densities of Britain and Italy. The myth is dangerous because it encourages a profligate attitude to a land resource which is effectively very small and must be husbanded with great care. We cannot afford to waste or misuse it.

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\* See Fig. 1. The reader should note that none of the depictions of Ontario shown in this report, whether a diagram or a more formal map, is drawn to scale. Adjustments to the scale were necessary to enable the small but populous south and the large but sparsely populated north to be shown in comparable detail.









## A. Population Change

Between 1951 and 1971, the population of Ontario grew from 4.6 million to 7.7 million. This growth has been heavily concentrated in a few areas of the province. In particular, population has tended to concentrate in the Central Ontario Planning Region, mainly in the Hamilton-Toronto-Oshawa (COLUC\*) area. The proportion of the total provincial population in COLUC in 1951 was 36%, by 1971 it had grown to 43%. (Figure 2.) At the same time, in each planning region, population has tended to concentrate in the major urban centres. For example, between 1951 and 1971 the population of Thunder Bay grew proportionately from 44% to 50% of the Northwestern region; Ottawa from 32% to 42% of the Eastern region. (Figure 3.)

Over the last twenty years, in fact, Ontario's population and economic activity have become more and more concentrated in and around the major urban centres. In 1951, 73% of the population of the province was urban; by 1971, the urban population had grown to 82%. During this time, the rural population, though it declined in relative terms, remained largely unchanged in number. (Figure 4.)

Natural increase accounted for the greater share of overall population growth, though the *rate* of natural increase is declining. Migration, on the other hand, is the key factor in population *distribution*. Central Ontario's growth rate is much higher than that of the rest of the province. This has happened because four-fifths of Ontario's increase from net migration have settled in the central region, mostly in COLUC. (Figure 5.) The influence of

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\* Central Ontario Lakeshore Urban Complex: Metropolitan Toronto and the regional municipalities of Hamilton-Wentworth, Halton, Peel, York, and Durham.



# Population Change by Region 1941-1971

Percentage of Total  
Provincial Population  
in each Region







# City and Region

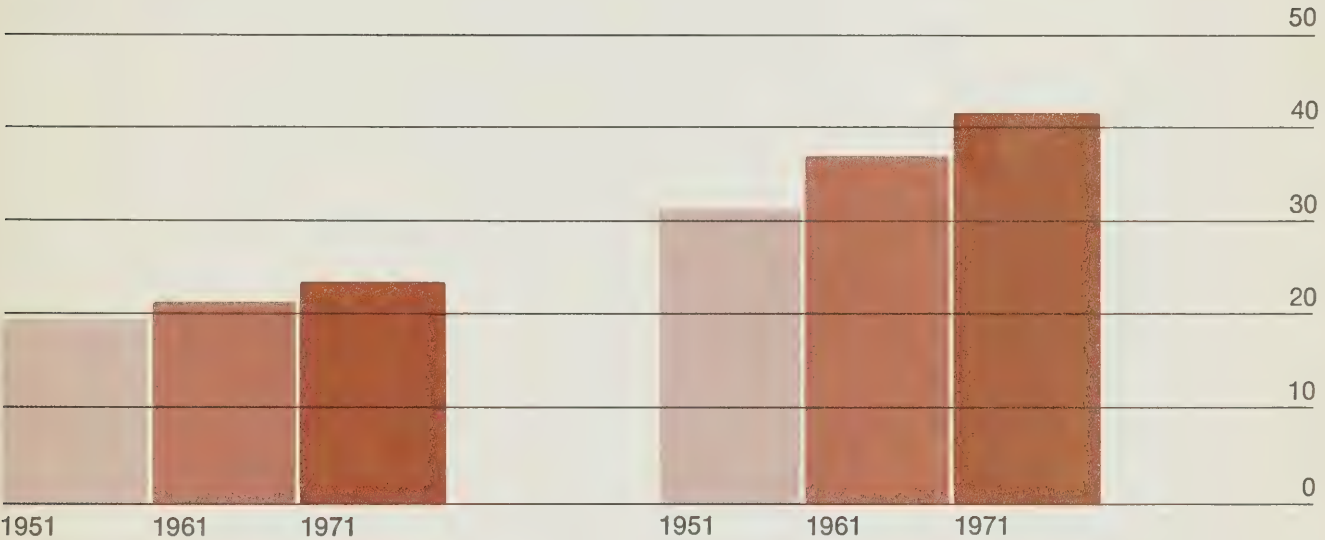
Dominant Urban  
Centre Population

3

As a Percentage of the  
Population of its Region

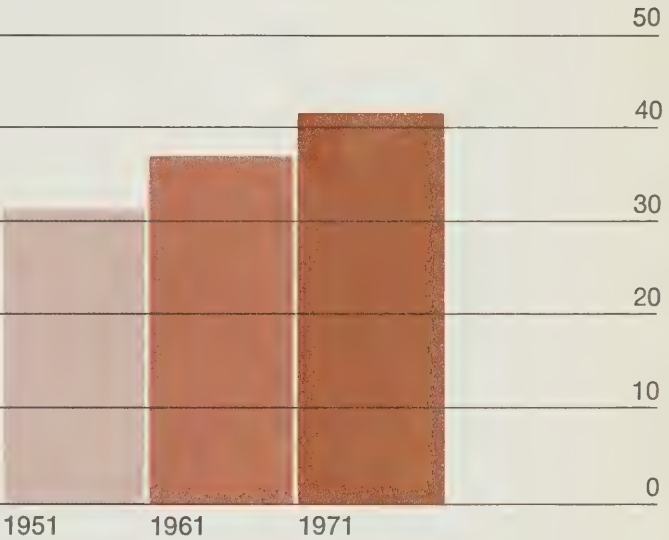
## Southwestern Ontario

London CMA \*



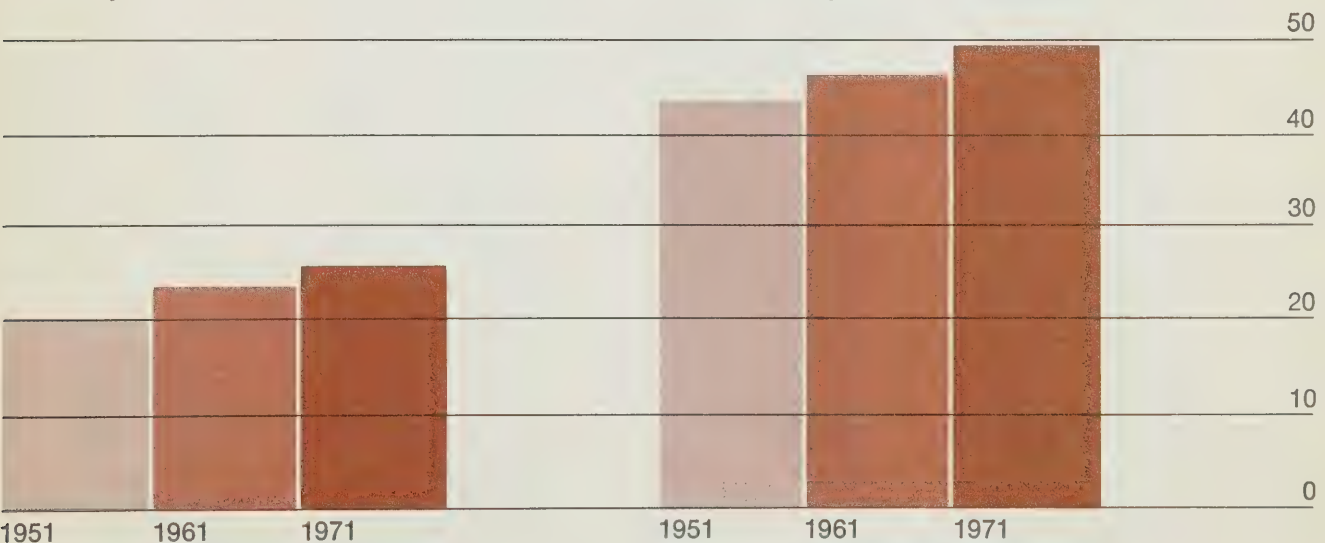
## Eastern Ontario

Ottawa CMA



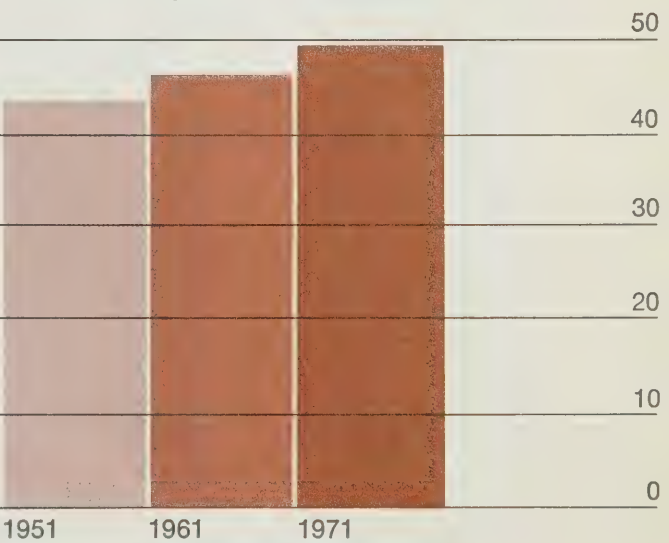
## Northeastern Ontario

Sudbury CMA



## Northwestern Ontario

Thunder Bay CMA

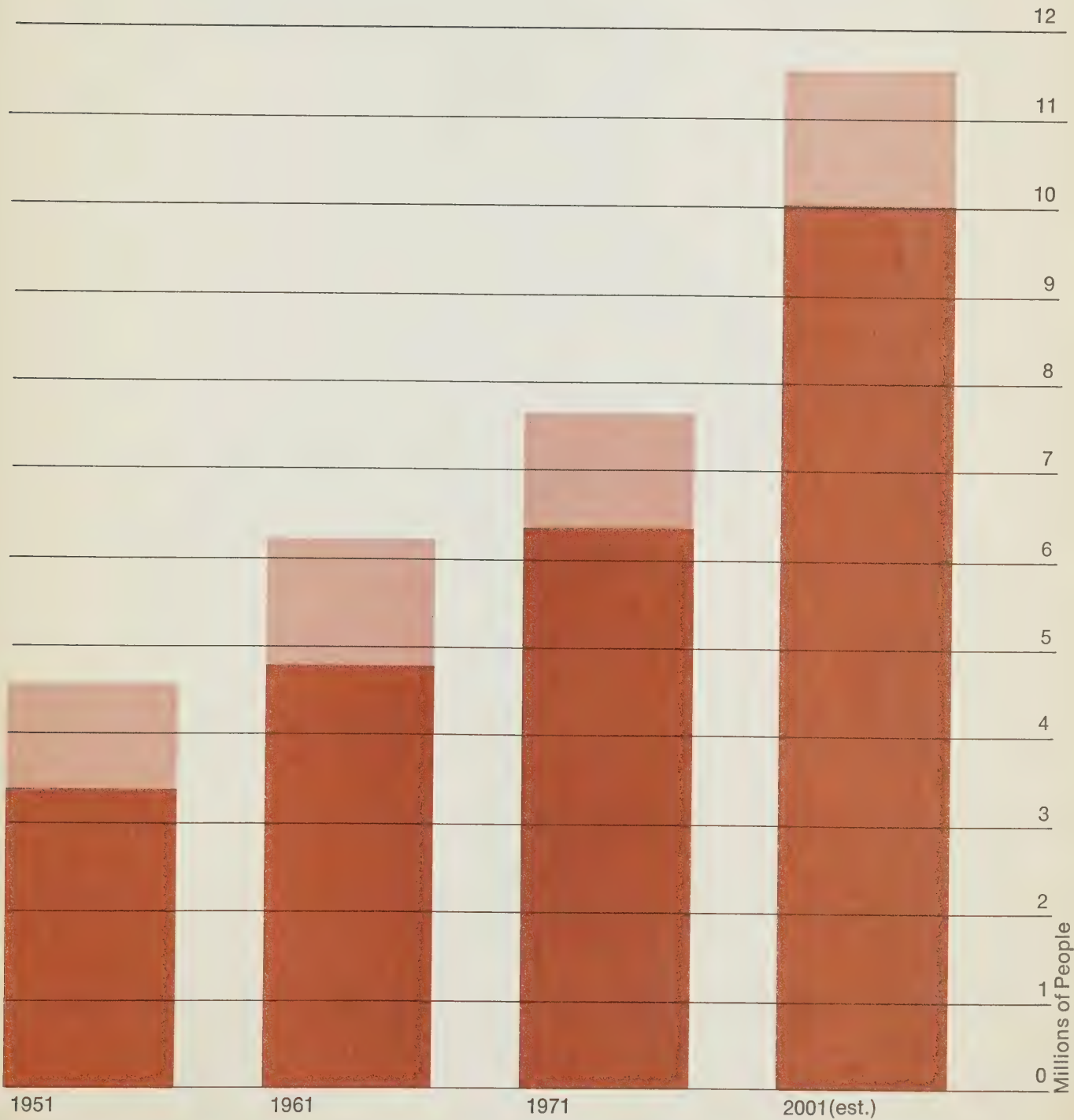
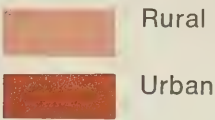


\* Census Metropolitan Area

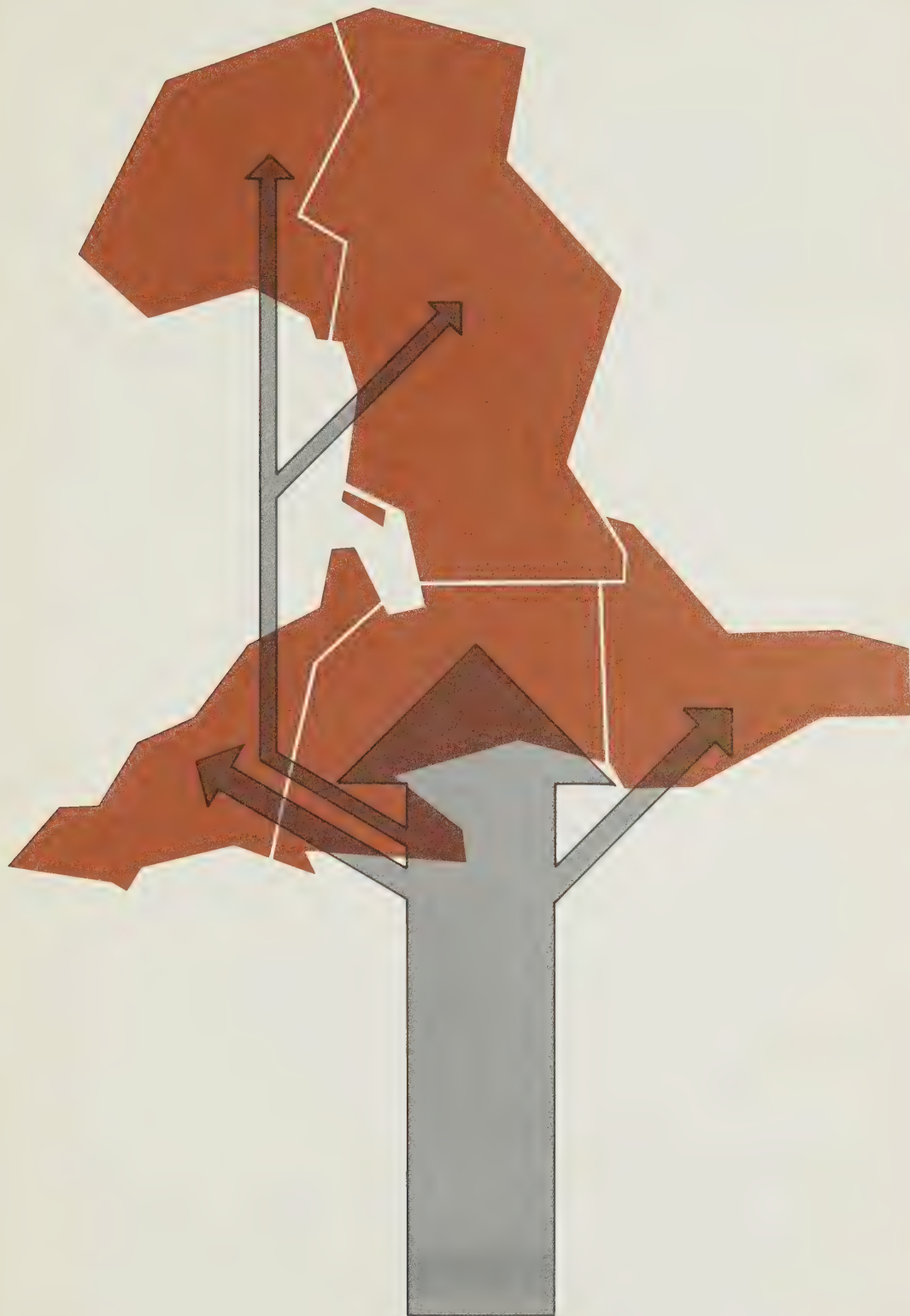




# The Population of Ontario 1951-2001











immigration is being felt particularly strongly in the major metropolitan areas. Immigrants are heavily concentrated in Toronto, Hamilton, and Ottawa, but particularly in Toronto. The northern and eastern regions are actually experiencing net migration losses; the north is even losing 10 per cent of its natural increase.

Although the number of rural residents has remained fairly stable for many years, the number of *farm* residents has declined sharply. The difference has been made up by urban residents moving "to the country" to become rural non-farm residents. This trend has been particularly strong in the rural townships around Toronto, Ottawa, and Windsor. In addition, many residents who leave their farms move to rural non-farm areas rather than to cities. Of all the people who live in rural areas, only one-quarter actually farm for a living.

With lower birth rates and reduced interprovincial migration, foreign immigration has become the most important factor in determining Ontario's future population growth. The review of immigration policy undertaken by the Federal Government has opened the possibility that the flow of immigration to Canada may come to be varied to achieve desired rates of population growth.

Although expectations of population growth have diminished substantially since the 1960's, nevertheless, if present trends continue, Ontario's population will be nearly ten million by 1986 and approaching twelve million by the end of the century. The total population of all regions will rise, but the trend towards concentration will be even stronger. Most of the counties in Eastern and Northern Ontario will continue to experience net migration losses. Only Central Ontario will increase its share of the provincial total. In all of southern Ontario, the trend to concentration in large urban areas will continue. The six major census metropolitan areas\*, which now hold just over 60% of the south's population, will hold nearly 80% of it by 2001. (Figure 6.)

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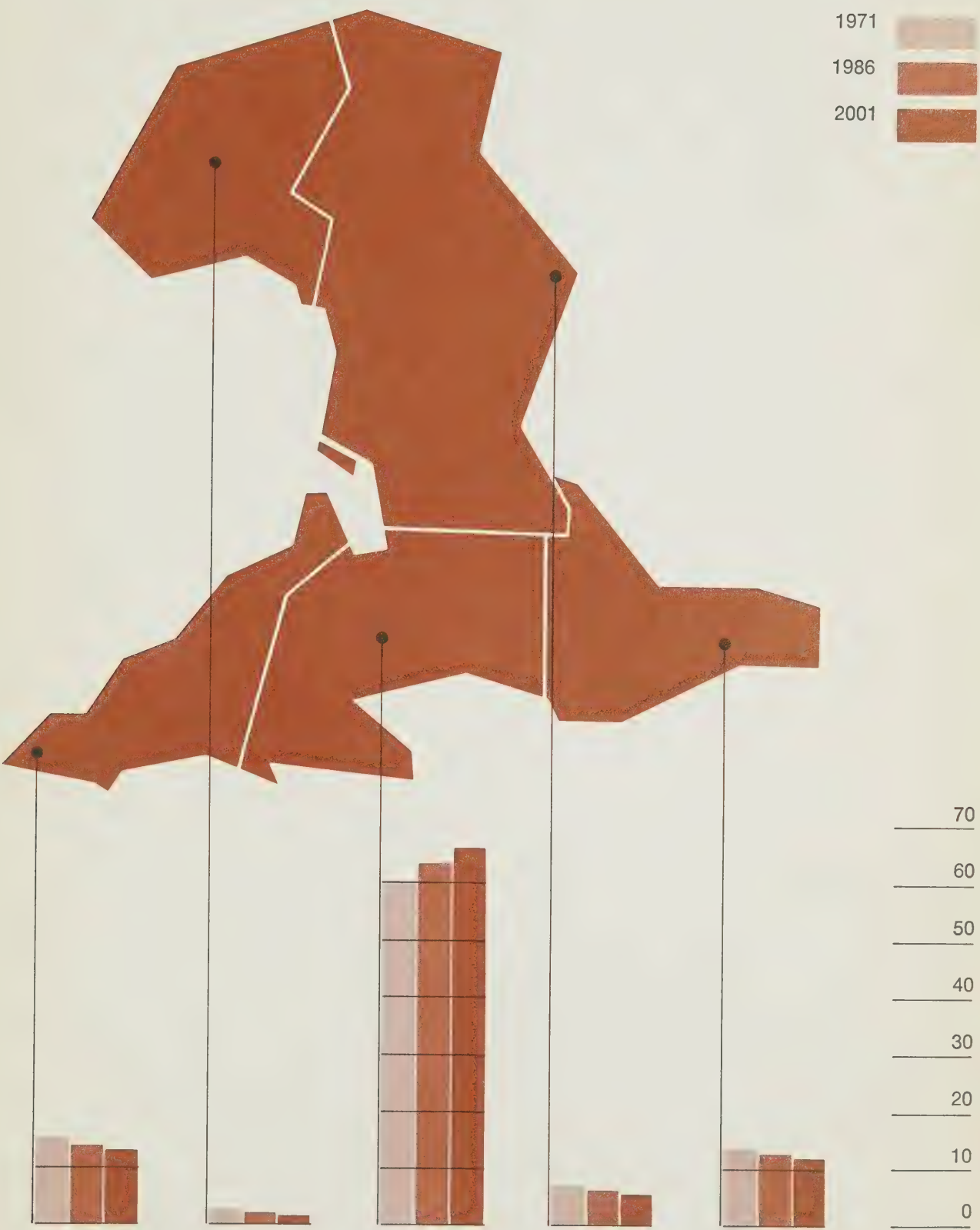
\* Toronto, Hamilton, Ottawa, Kitchener-Waterloo, London,





# Projected Population Change by Region (1971 - 2001)

Percentage of Total  
Provincial Population  
in each Region





## B. Structural Economic Change

In 1971, about 78% of the province's employment was located in the relatively prosperous southwestern and central planning regions, an increase from 75% in 1951. This does not tell the whole story, however, for it is the central region--specifically its southern half--in which employment is actually concentrating in greater and greater amounts. Employment in the Central Ontario Region grew from 57% of the provincial total in 1951 to 62% in 1971, with no indication that the rate of concentration is becoming less. (Figure 7.)

As well, there has been a significant shift in the type of employment found in the economy. Jobs in manufacturing and agriculture are decreasing, while jobs in the service sector are increasing. In 1951 about 45% of the labour force was employed in providing services and approximately 55% in producing goods. By 1971 these proportions had reversed: 57% of the labour force was employed in the service sector and just over 40% in the goods production sector. (Figure 8.) In this twenty-year period the number of people employed in agriculture actually declined by over one-third, from 200,000 to 130,000.

While the future can never be certain, past and current world, national, and provincial trends give certain predictions a high degree of probability. The majority of new jobs created in the future will undoubtedly be in the service sector. Increased competition from elsewhere in Canada and the rest of the world will mean that the future of the manufacturing sector will depend on its productivity. While the number of jobs in manufacturing is expected to grow in the future, this sector's contribution to total provincial output will decline in relative terms.

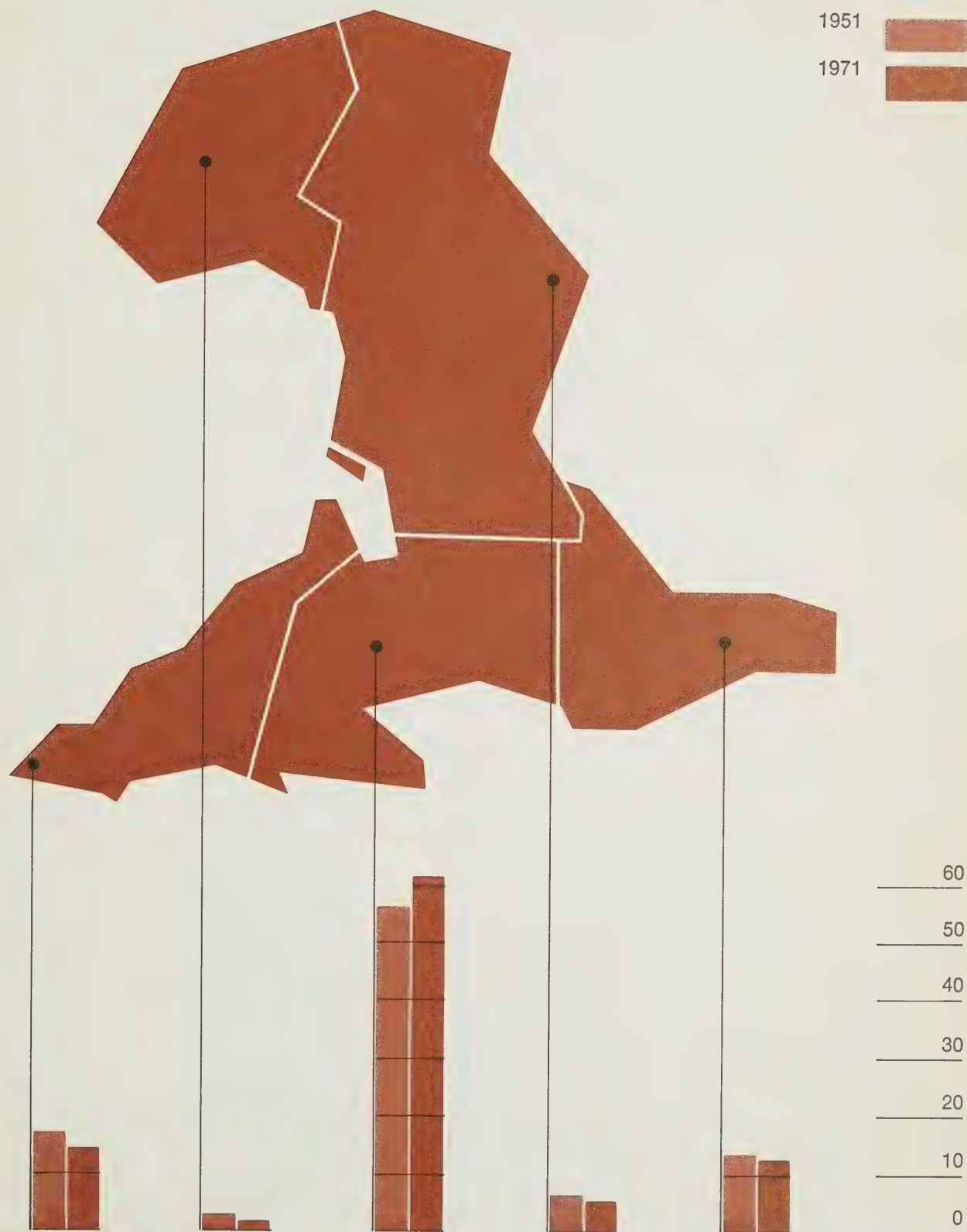




# Employment by Region 1951 and 1971

Percentage of Total  
Provincial Employment  
in each Region

7



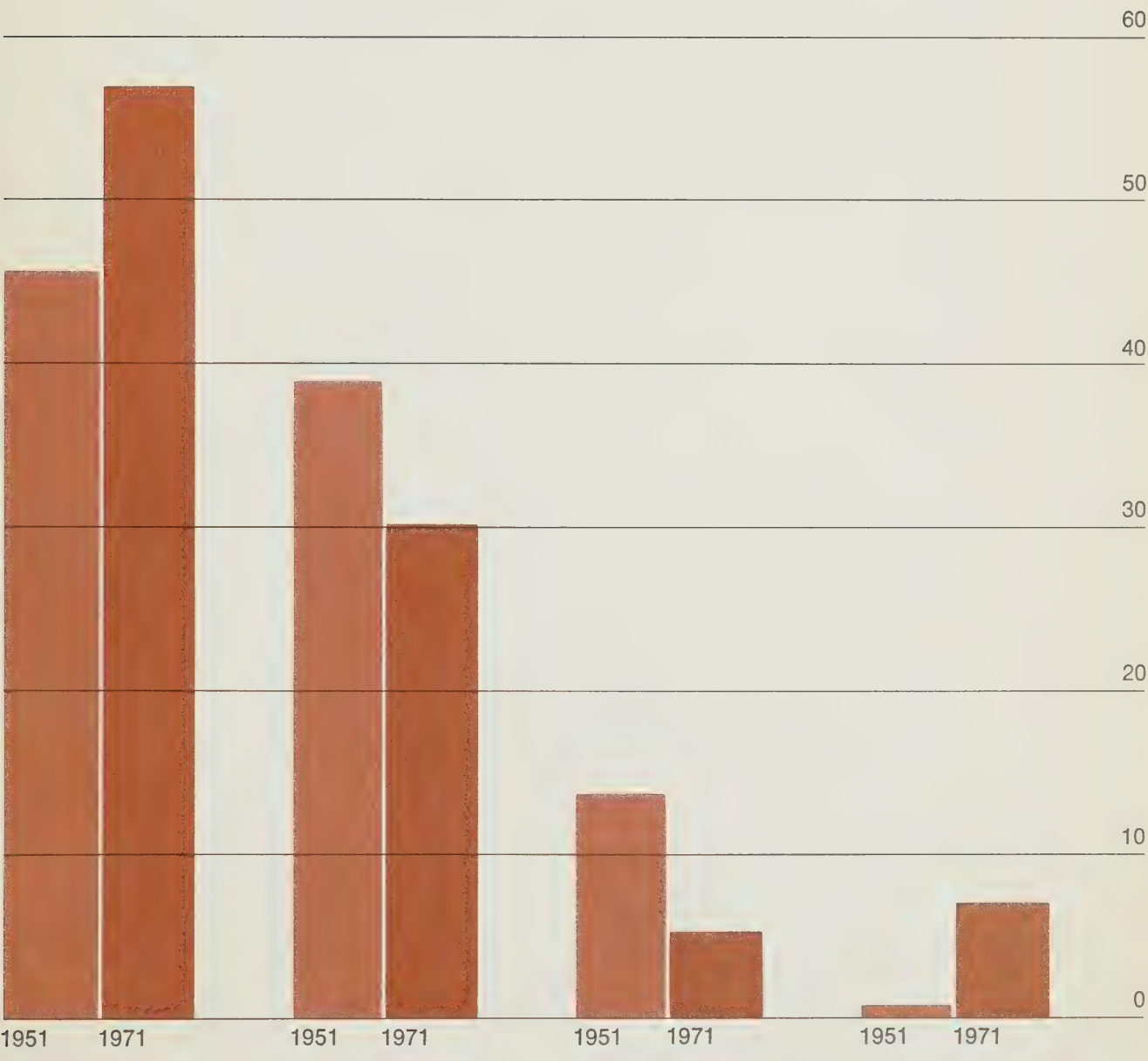




# Employment by Sector 1951 and 1971

Percentage of Total  
Provincial Employment  
in each Sector

Services                      Manufacturing and Construction                      Agriculture and other Primary                      Unclassified





On the other hand, much of the primary sector--agriculture and resource extraction and processing--should increase in importance in the future as world-wide natural resource supplies dwindle. A great upsurge in employment in this sector is unlikely, however, because productivity per employee in the resource sector is very high.

Another aspect of the Ontario economy which has not changed much in the last twenty years and which will have to continue to be taken into account is the narrow economic base of many areas. In the north, many communities are dependent on a single mine or plant; while, in the south, some areas are dominated by a single manufacturing industry or a few closely related industries, such as textile manufacture in Eastern Ontario or automobile manufacture in Oshawa. This has left many areas and regions highly dependent on one narrow sector of the economy or even on one firm within that sector. This condition leads to serious problems if that industry runs into economic difficulties.

### C. Issues and Constraints

Increasing concentration has led to the problems of rapid urban growth--accompanied by inflated land and hence housing prices, heavy servicing costs, fiscal strains--in parts of southern Ontario and especially in the Toronto-Hamilton area. It has led to an intense competition for land in which success is determined, on the whole, by individual and corporate economic strength rather than by the needs of society. It

has led to steady growth in the demand for products, services and amenities from the physical environment, calling into question the capacity of that environment to accommodate such demand. Urban people are finding it increasingly difficult and costly to reach uncrowded outdoor recreation areas. Rural people are experiencing costs and problems arising from urban and exurban pressures.

Meanwhile, other parts of the province experience slow growth, sub-optimal economies, and inadequate access to public services. Also, utilization of the natural resources on which their economy depends is at a lower level than it could be, partly because of their remoteness from markets and processing centres.

These conditions are found mainly, though not exclusively, in the northern and eastern parts of the province. These regions have generally lower income levels, less opportunity and less in the way of social and cultural amenities than the rest of the province. Uneven development and too narrow an economic base have brought to these areas problems of instability and even long-term decline which will continue unless economic growth in each area becomes more diversified. It also leaves some communities throughout Ontario over-dependent on particular industries and extremely vulnerable to fluctuations in the prosperity of those industries.

An important, though generally unremarked, consequence of the great geographical differences in economic development and migration patterns is the widening gap between different parts of Ontario in social terms: in composition, population structure, and the intangibles collectively termed "life style." While total uniformity is



certainly not a desirable objective, the emergence of an Ontario sharply divided in its identities, values, and concerns is not a prospect to be viewed with equanimity.

And the Government of Ontario does not by any means have a free hand in dealing with such problems. Physical and climatic conditions, severe over most of the province's territory, and the distribution of natural resources, are a basic limitation on the range of practical options. The existing pattern of urban development is nearly as intractable as the physical base. It is locked into enormous capital investments and to an intricate system of linkages and interdependences, external and internal. Also, the cities and towns are at any given time committed to a certain amount of further growth and the capacity to absorb it. Government has limited control over population growth and composition. It can influence, but cannot dictate, where people choose to live. Similarly, the ultimate decisions on the location of economic activity are made by individual firms, not by the government, which can only try to influence those decisions. Since industry must remain competitive, cost differences may be a serious obstacle to changing locations. Like the urban system, the economic structure is difficult to shift from traditional patterns. Federal jurisdiction and programs limit the courses of action open to the provincial government. Finally, and certainly not least, most of the province's fiscal resources are committed to fixed demands, so that its ability to undertake expenditures which do not answer immediate and obvious needs is severely limited.

#### D. The Need for Planning Policies

Thus, the present state of affairs may be summarized in this way:

The pattern of economic activity, population distribution, and land use in the province has produced a variety of problems for Ontario as a society.

If present trends are allowed to take their course, some of these problems will become progressively more serious.

The issues involved will require difficult choices and trade-offs, in which the practical range of options available to the Government is severely circumscribed.

Nevertheless, there is much that can be done. What is essential is that the action taken be based on carefully devised, integrated, realistic strategies which recognize obstacles as well as opportunities. A series of unrelated programs, each dealing only with a specific issue or objective, will inevitably be less effective and more costly than a unified approach. Piecemeal programs may conflict and even frustrate each other's purposes. Ontario cannot afford to let this happen.

The trends demand action and the province can do a great deal to influence the course of these trends--to give them shape, direction, and timing, and to structure growth so that the quality of life in Ontario will be maintained, and wherever possible enhanced, for the ever-growing population that will live here. But to do this, there must be integrated strategies aimed at clearly defined objectives and carried out within a unified policy framework.

## II THE GOVERNMENT'S RESPONSE

### A. The Evolution of Provincial Planning

For well over a quarter of a century the Government of Ontario has recognized the need to plan for change, and has fostered planning at the local level under *The Planning Act*. With the initiation of the regional government program in the late 1960's, an important step forward was taken when the preparation of official plans was made mandatory, not optional, for the new regional municipalities.

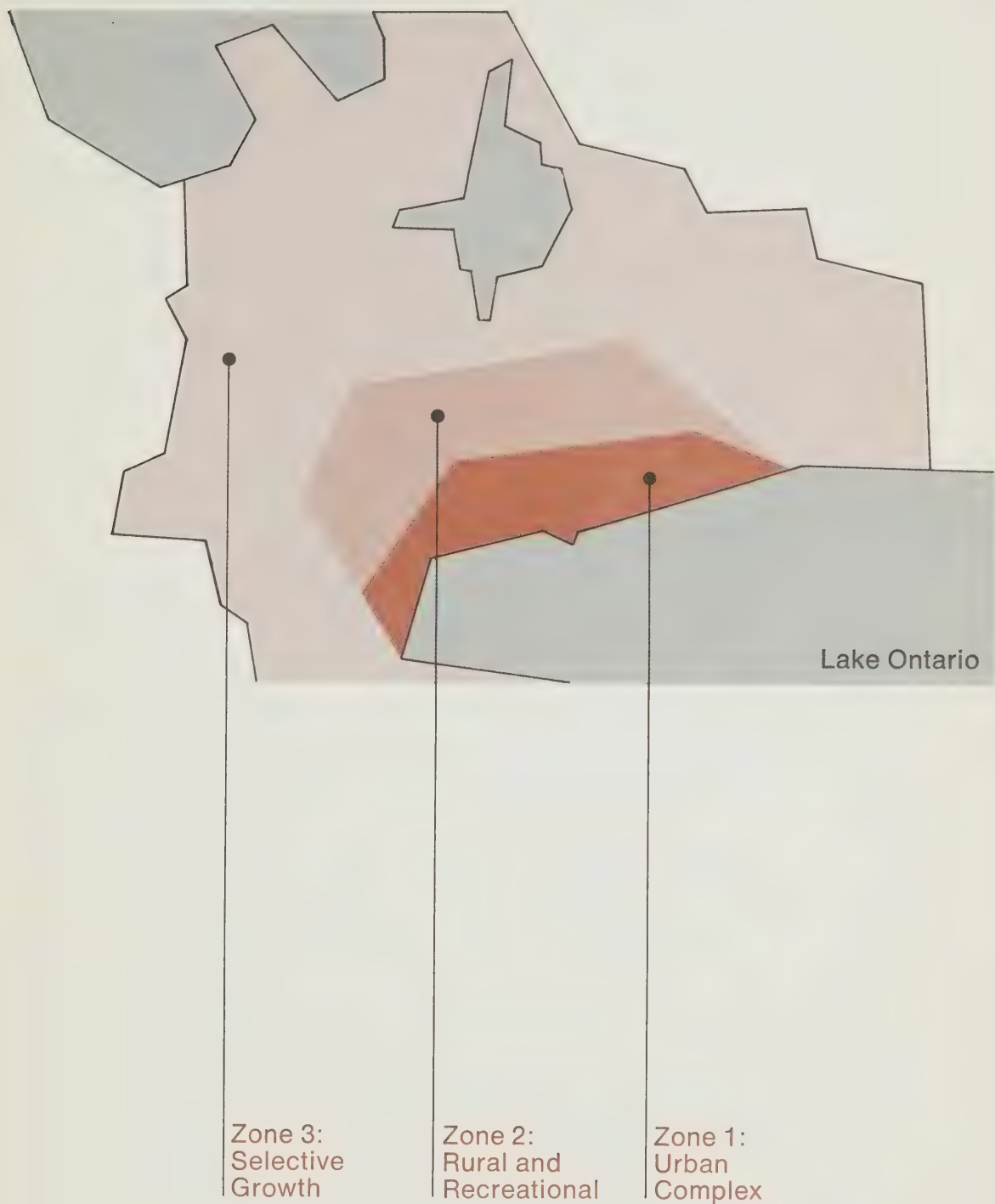
The progressive improvement of local planning was a major accomplishment of the 1950's. It gradually became apparent, however, that orderly development and "good housekeeping" at the local level were not enough, in the face of the problems and economic disparities created by the rapid pace and growing scale of urbanization and by social and economic change. By the early 1960's it was becoming clear that the provincial government itself would have to assume major direct responsibilities in planning. Hence, in 1966 the then Premier, the Honourable John P. Robarts, released a policy statement entitled *Design for Development*. This White Paper established a number of major planning policies for Ontario, policies which continue to apply. Among other things, *Design for Development*:

- Recognized the government's responsibility to carry out and give direction to regional land use and economic development planning;
- Recognized the government's responsibility to ensure that all development in the province takes place as a result of good regional planning;

- Recognized the need to plan and coordinate government expenditures in relation to provincial and regional planning objectives;
- Stated the government's intention to encourage and develop the special potentials of each economic region and to smooth out conspicuous regional economic inequalities;
- Recognized the importance of social and environmental considerations as well as economic objectives.

The 1966 White Paper established the basic guidelines which the provincial planning program has generally followed ever since. However, the government's acceptance of planning responsibilities was extended by the adoption of other policies too. The need to control random urban development in rural areas, for example, was recognized, and the government's intention to act accordingly was affirmed by the Minister of Municipal Affairs. Shortly afterwards, the government initiated a study of the Niagara Escarpment as a unique natural feature of importance to the whole province; a report with recommendations was presented in 1968. Meanwhile, a major provincial-municipal study of transportation needs in the Toronto region was in progress. This led, in 1970, to another key government statement on planning policy: *Design for Development: The Toronto-Centred Region*. The "TCR concept" (Figure 9), as it is generally known, established broad provincial guidelines for urban growth in the region, including these principles: confining growth largely to a broad belt along the shore of







Lake Ontario from Hamilton to Oshawa ("Zone 1"); structuring the urban belt into a system of identifiable communities; maintaining an extensive area to the north ("Zone 2") as a largely rural and recreational "green belt"; and encouraging in "Zone 3," outside commuting range, the growth of selected areas to relieve some of the development pressure on "Zone 1."

Regional planning in the late 1960's was not, however, confined to southern Ontario; within a few months of the publication of the TCR concept, *Design for Development: Northwestern Ontario Region, Phase 2* was released. This contained a series of policy and program recommendations intended to stimulate economic growth and improve the general level of prosperity and the conditions of life in the northwest. Approved as policy by the government, these recommendations have provided the guidelines for provincial activities in the region ever since.

By 1970, then, the government had moved from a general recognition of its own planning responsibilities to a multi-faceted program based on three broad themes:

- The reduction of regional economic disparities and encouragement of the economic and social development of the province's major regions;
- The management of urban growth;
- The acceptance of direct provincial responsibility for the protection of areas and features of unique importance.

## B. Provincial Planning Today

The years since 1970 have seen important progress within these three themes. *Design for Development, Phase Three (1972)\** announced a number of organizational changes in the regional development program, including the consolidation of the previous ten economic regions into five provincial planning regions. A new *Planning and Development Act* has been enacted to provide a statutory basis for provincial planning. Studies and tentative planning recommendations have been released for all ten of the former economic regions. The Niagara Escarpment Commission has been established and is preparing a comprehensive plan for the escarpment. A number of major actions have followed the adoption of the TCR concept as policy: the proposal of the new town of North Pickering, the publication of the Parkway Belt West plan, and the studies and reports of the Simcoe-Georgian and Northumberland Area task forces, to name only some. A task force composed of provincial civil servants and planners from the six regional municipalities in the inner part of the Toronto-Centred Region has recommended further measures.\*\* The report of that task force is now under study by Cabinet and the municipalities.

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\* *Design for Development, Phase Two (1968)* dealt with the restructuring of local government.

\*\* *Report of the Central Ontario Lakeshore Urban Complex task force, December, 1974.*



Throughout the governmental structure, in fact, large-scale planning is now being undertaken by the various ministries. Just as examples, the Ministry of Transportation and Communications is moving towards provincial all-mode transportation systems planning; the Ministry of Natural Resources is preparing its strategic land use plan; the Ministry of Industry and Tourism, in conjunction with other ministries, is carrying out a comprehensive Tourism and Outdoor Recreation Planning Study; a food lands planning group has been established within the Ministry of Agriculture and Food; the Ministry of the Environment is engaged in river-basin planning; and legislation has been passed which provides for assessment of the environmental impact of all major public developments in the province. The grouping of ministries into policy fields in 1972 facilitates the coordination of their planning and programs.

Finally, attention should be drawn to the 1974 Report of the Ontario Joint Committee on Economic Policy, representing both government and industry. The committee recommended, among other things, that the objectives of the government should include the protection and improvement of the natural environment; the provision of an efficient and convenient system of transportation and communication; the management of physical resources to provide optimum present and future economic benefits; and the encouragement of optimum population size, distribution, and density in both social and economic terms. More specifically, the committee recommended a policy of decentralization and improvement of industrial opportunities in less developed areas; coordination of federal and provincial decentralization policies; increasing the processing of natural resources; and protecting prime agricultural land. In large measure the committee's recommendations coincide with many of the government's main

planning objectives.

This review of progress in planning over the past quarter-century is one of substantial accomplishment. But this must not lead to complacency. The more that is accomplished, the more evident become the gaps and deficiencies. The time has come for stocktaking, evaluation, and a new statement of objectives and purposes--to consolidate, develop, and extend the earlier objectives and purposes, not to replace them.

The chief needs now apparent are these:

- A comprehensive statement of objectives embracing all facets of provincial planning, to provide the necessary framework to integrate the various separate planning and implementation programs on which the government has embarked;
- Improvement of the structure and processes within the provincial government, established under the 1966 White Paper, so that they will be adequate to meet the needs of a planning program of growing scope and complexity.

The latter problem will be addressed later in this statement. The main concern, however, is with the first: the need for an integrated set of policy objectives and planning guidelines.

### III NEW POLICY DIRECTIONS

*With the overriding goal of maintaining and enhancing the quality of life in Ontario, the government has now established a revised set of policy objectives, incorporating, but also adding to and extending, those of the 1966 White Paper.*

The broad objectives of these policies are four:

1. *To reduce disparities among the various regions of Ontario in prosperity and access to services; and to achieve a more even distribution of growth across the province;*
2. *To correct, using regional economic and social development, specific problems in the several regions, such as those arising from too narrow an economic base; to encourage each region to realize its optimum economic potential; where necessary to broaden the range of employment opportunities in regions and localities; and to maintain a minimum standard of convenience and amenity throughout all regions by improving the level of services and access to recreation where necessary;*
3. *To protect and husband the natural resources of the province; and to ensure good management of the rural and forest environments;*
4. *To encourage planning for the distribution of population growth and urban development so as to ensure that the people of the province will be served by an efficient urban system; to avoid the problems of excessively rapid urban growth; and*

*to achieve healthy, attractive urban communities.*  
(Figure 10.)

Although policies and programs to achieve these objectives are necessarily closely interrelated, they can be grouped under three general headings: *economic development, rural and resource management, and settlement and urban development.*

## A. Economic Development

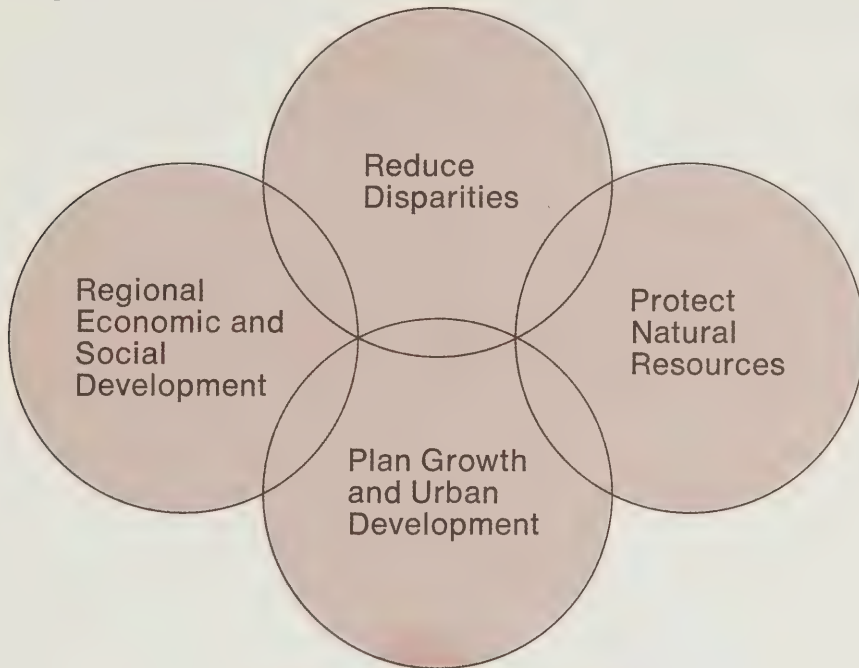
### 1. *Objectives*

*The government will continue to seek to reduce economic disparities among the various parts of the province, to diversify the economic base of over-specialized regions and communities, and to help areas dependent on declining industries. In particular, it will be the aim of the government to continue to stimulate economic growth in northern Ontario, in the eastern region, and in certain other parts of the province where some economic problems are evident.*

Many parts of the northern and eastern regions need more economic activity to provide more jobs, and a wider range of economic activities in order to provide a greater choice of jobs. Many areas, in the north and east and elsewhere, are dominated by a single type of economic activity or industry, often one that is unstable or declining in importance; thus employment is inadequate, unreliable or diminishing.



## Policy Objectives



## Policy and Program Areas





## 2. Principles

Dealing effectively with this kind of situation requires a broad economic strategy to give direction and focus to particular measures. Such a strategy must reflect current and expected trends, and form a coherent "package" free from internal contradictions. It must also be based on positive coordination of planning in the public and private sectors.

Two basic factors stand out as being of prime importance for regional development. One is the likelihood of future decline in the growth of manufacturing employment, especially of employment in firms using standard technology to produce ordinary consumer goods--the kind of firm which regional development programs have traditionally tried to attract to slow-growth areas. The other factor is the likelihood of growing importance for resources and resource-based industries. Together, these two considerations strongly suggest that economic development strategies should not be based on redistributing manufacturing employment, but should rather build on the resources of the area.

*Economic development strategies in northern and eastern Ontario and other areas will in general emphasize the further development of the existing and potential resources of the area (including human as well as natural resources), rather than relying on attracting industry from elsewhere. It is likely to be ineffective, and may even be harmful, to base an economic development strategy on efforts to attract manufacturing industry. Such industries will be difficult (and costly) to attract, hard to retain in the*

area, and may in fact simply replace existing locally-based economic activity. *The approach must be in effect a "grass roots" strategy, building on the potentials of the area itself, particularly in industries linked to the renewable (and therefore permanent) resources of farming and forestry. The guiding principles will be diversification and import substitution: the development of a wider range of activities to improve the economic stability of the areas, and the production of goods and services which would otherwise come from the more prosperous parts of the province. Both measures will reduce the amount of local spending which would otherwise flow back to those more prosperous areas. For example, resource-processing activities will be encouraged to locate near the resources rather than near the market.*

Subject to these principles, it will also be the government's policy to *encourage, wherever consistent with other government policies, the clustering of industrial growth rather than dispersion, in order to maximize the benefits of public investment and to permit a mutually supportive relationship among industries as well as between the urban/industrial areas and their hinterlands.*

*Considerable attention will also be paid to the human resources of the area. Local entrepreneurial talent and those trying to build cooperative ventures will be supported with both managerial and financial assistance. With federal help, training will be provided to people in the labour force to make sure that they can take advantage of local job opportunities as they arise.*

*Consideration will be given to the enhancement of local area industries. Assistance will be provided for the location of new industries where the over-all result will provide a long-term benefit to the community. Help will in general be given*



only to prospective industries which produce goods or services which:

- Are destined for export from the area but are different from the area's other exports, or
- Could compete with products now being brought into the area from outside, or
- Complement those of existing local industry.

Finally, to avoid repeating the problems of the past, it will be the Government's policy that *large manufacturing undertakings, as opposed to resources-based activities, will be encouraged to locate in larger centres.*

## B. Rural and Resource Management

### 1. *The Problem*

The central importance of natural resources to the future prosperity of the province can hardly be over-emphasized. Equally significant is the role of the natural environment in supplying the recreational needs of Ontario's millions of city-dwellers. In the face of constantly growing pressures, wise countryside and resource management is essential. The demands and needs for goods, services, and amenities provided by the supply of land and water resources must be related to the size of the supply and the ability of the resources to meet these demands. This balance can be achieved through prudent resource

allocation and protection, through settlement and management strategies, through measures to maintain a viable economy and a fair standard of living in agriculture and other resource-based industries, and through protection of the natural environment from pollution and avoidable man-made intrusions.

If the demands and adverse impacts on natural resources and the physical environment are permitted to grow at their present increasing rate, there is a serious danger that the right of future generations to an environment of high quality, producing needed goods, services, and amenities, will be jeopardized. Many of the vital natural assets of the province--its prime agricultural lands, key recreational areas, and landscapes of outstanding scenic beauty, among others--are subject to the constant threat of invasion or absorption by urban development and by urban shadow effects extending far beyond the cities themselves. In general, the purposes for which these lands should preferably be used, in the interests of the public as a whole, cannot compete economically with the private uses for which they are also desired.

*Resource management and environmental quality, therefore, are central features of the government's planning objectives for the province and its regions. It is the responsibility of the provincial government to protect the natural resources of the province, with due regard to the interests of their present owners, users, and residents.*

## 2. *Resource Policies*

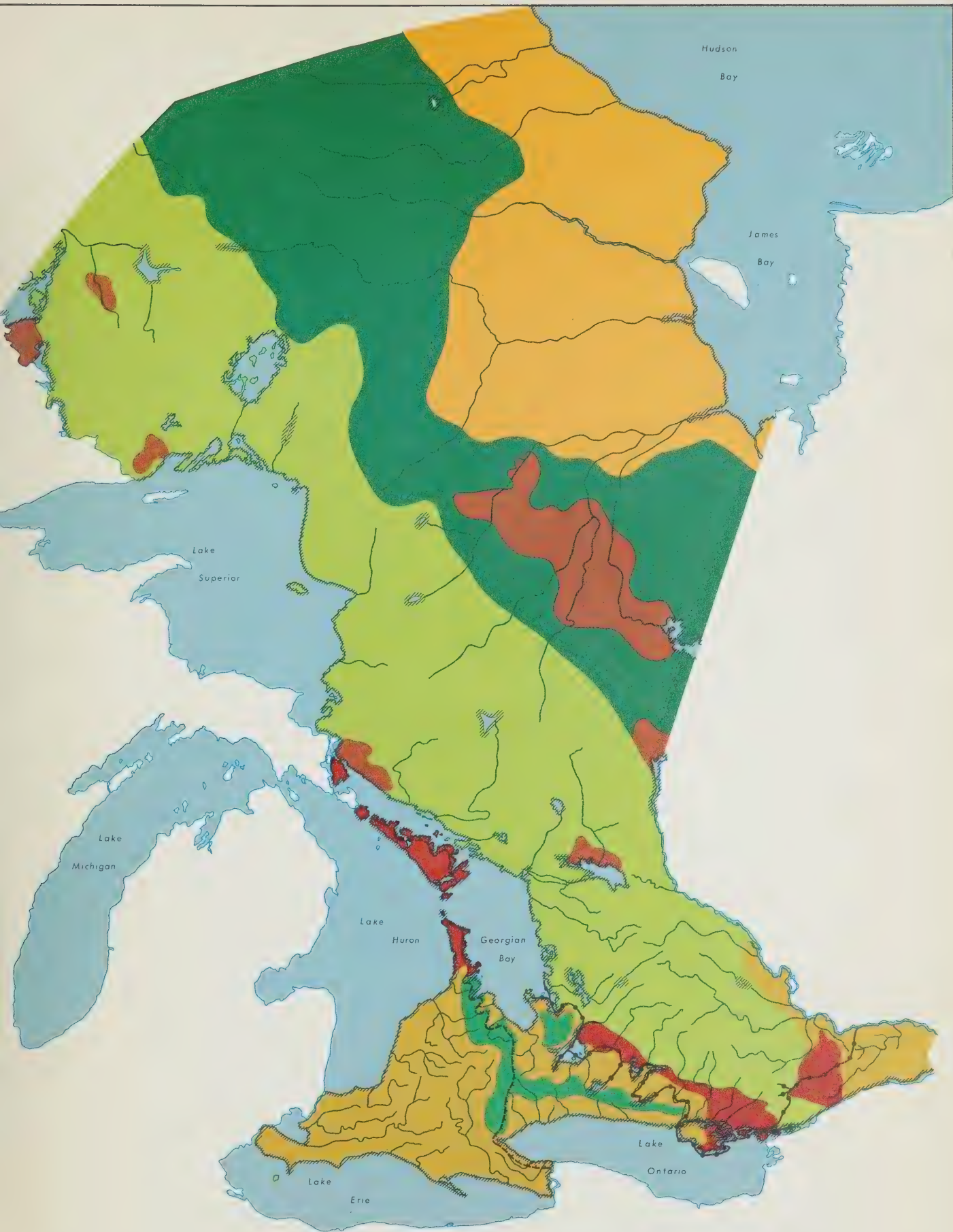
In order to give tangible expression to these concerns,

the government intends to undertake three main tasks. First, through its planning agencies, it will identify the province's open space system, embodying landscape and natural resource components and unique features of provincial significance and action priority (the broad components of the system are shown in Map 1). Second, the government will, over time, identify the potential uses of the system and its components which are of overriding province-wide concern. And third, *it will establish, for the system and each component, distinctive sets of policies and programs for resource allocation and protection, settlement, countryside and environmental management, economic development, and related social concerns.*

These broad policies will apply to all resource sectors, notably to agriculture, recreation and tourism, forestry, mining and aggregate extraction, and fish and wildlife. They are currently being developed in detail, and more specific policies for each sector will be adopted as this work proceeds.







**Map 1**  
**Landscape and**  
**Natural Resource**  
**Components for**  
**Provincial Policy**  
**Planning**

**Great Lakes –  
 St. Lawrence Lowlands**

- Till, Clay and Sand Plains
- Limestone Plains
- Upland Landscapes

**Hudson Bay –  
 James Bay Lowlands**

- Plains (Undifferentiated)

**Canadian Shield**

- Highland – Upland and Lake – River Landscapes
- Rock Knob Landscapes
- Clay Plains

**Great Lakes  
 Major Inland Lakes  
 Hudson Bay – James Bay**



Shore Zones

Major River Valley Corridors

Niagara Escarpment

Rideau-Trent-Severn Waterway



### 3. *Agriculture*

Agriculture will be given high priority in the government's total development strategy. This is dictated on the one hand by the crucial importance of food production to Ontario, to Canada, and to the world; on the other by the reduction of the agricultural land base and the relatively low and fluctuating economic returns generally characteristic of farming. *It will be the goal of the government to maintain a permanent, secure, and economically viable agricultural industry for Ontario, not only as a producer of food, but as a source of employment and livelihood and as the basis of the rural community and the rural way of life.*

*Therefore, a preferred use approach will be applied early to the prime agricultural lands (Map 2). This policy will be matched by complementary policies and programs to ensure the economic viability and stability of the agricultural sector; to restore to optimum use good farmlands now idle or held in parcels of uneconomic size; and to reduce the social, financial, and environmental stresses to which urbanization exposes farming and the farming community.*

In devising and applying these policies and programs for the agricultural sector and the agricultural and rural community, the government will take three key considerations into account. *First, they must support regional planning objectives. Second, they must be closely meshed with policies and programs relating to other kinds of development and land use affecting the rural environment. And third, they must be tailored to the specific circumstances and needs of the different parts of the province.*







**Map 2**  
**Prime**  
**Agricultural**  
**Lands**

**Land of High**  
**Productivity**



**Land of Fair**  
**to Moderately High**  
**Productivity**



**Other Land**





#### 4. *Recreation and Leisure (Map 3)*

Recreation and leisure account for an important part of the typical Ontarian's time and, more significantly, contribute substantially to his physical and mental health. The government's primary responsibilities in the fields of leisure, recreation, and tourism correspond to the social, economic and environmental dimensions of these fields, and are thus reflected in three broad, interdependent policy goals:

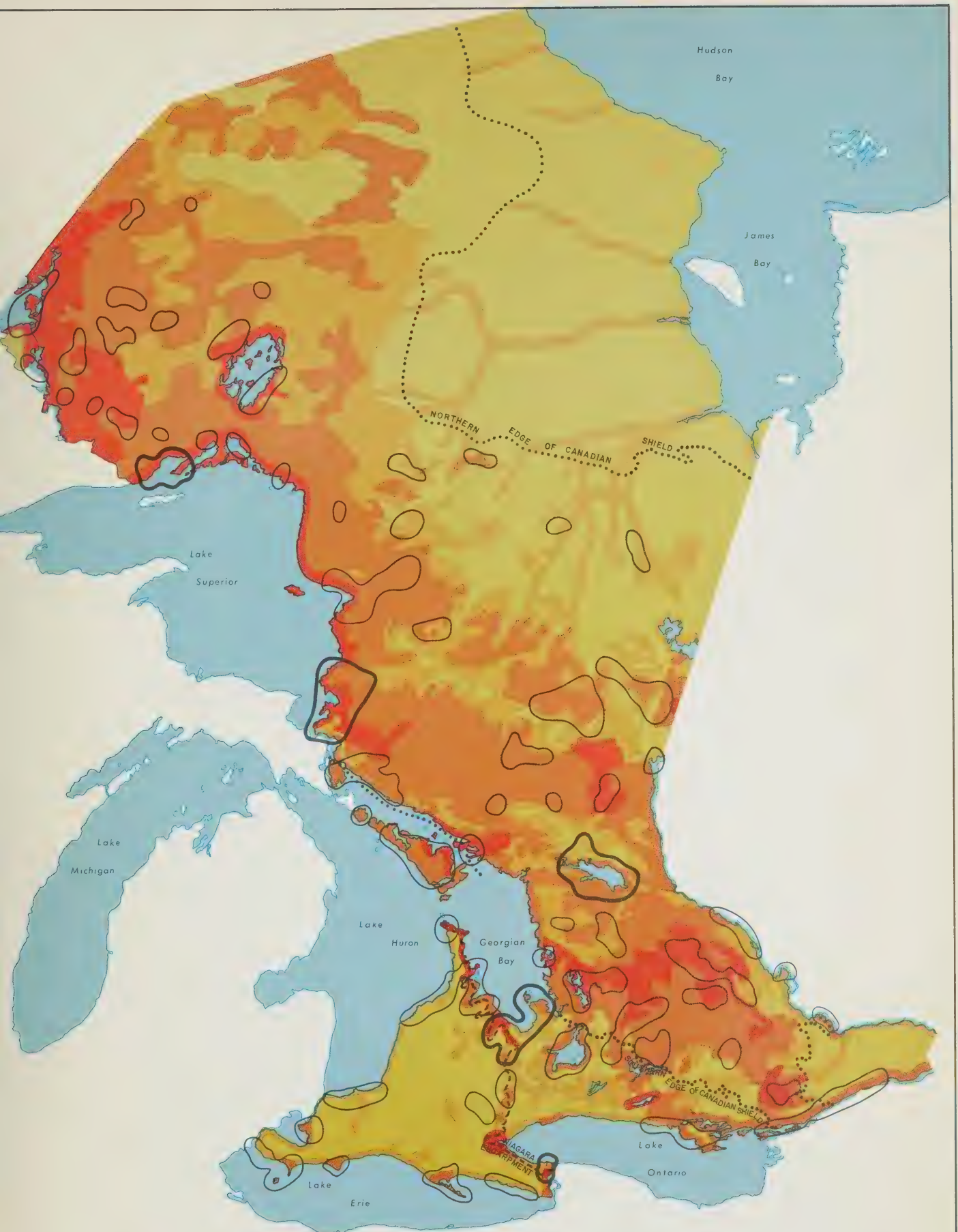
- *To ensure that all residents of the province enjoy sufficient opportunity for satisfaction of their free-time (leisure and recreation) needs;*
- *To ensure that the recreation industry is harnessed as an effective force in the economic and social development of the province and its regions and communities;*
- *To ensure that, in plans for leisure, recreation, and tourism, the environment is protected and managed as an essential factor in the over-all quality of life.*

Based on these general goals, the following objectives will be pursued in the Government's programs relating to resource allocation and management, settlement, and social and economic development.

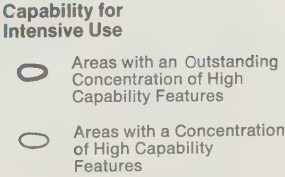
- *To provide recreational areas, corridors, facilities, attractions, programs, and supporting infrastructure at appropriate locations; and to provide satisfactory public access to these features;*







**Map 3**  
**Capability for**  
**Outdoor**  
**Recreation Use**





- *To reduce intrusive impacts on the landscape, economy, institutions, and life styles in all of the province's environmental settings;*
- *To protect and manage special and unique landscapes, habitats, sites, features, and processes;*
- *To enhance the recreation industry's economic viability and its income and employment benefits;*
- *To secure a harmonious and productive relationship between the public sector and commercial and private interests operating in the recreation industry.*

Increased government attention will be required to accommodate or divert the growth pressures impinging on Ontario's terrain, water, and biological and cultural assets for leisure, recreation, and tourism. The government will continue its programs to provide suitable lands and waters for public recreational use and access to them, expressing the distinctive opportunities associated with each component in the open space framework. This program will deploy a variety of measures, including acquisition, land use controls, provision of facilities, redevelopment of private recreation and resort areas, and promotion of activities having minimal environmental impacts. In general, public use will be given preference over private uses in the opening up of new recreational areas. In particular, to the extent permitted by financial constraints, the government intends, in cooperation with local and regional municipal government, conservation authorities, and other public agencies, to plan, acquire, and develop a system of recreational areas and connections to serve the

urban population of south-central Ontario. A parallel long-term program will be adopted to identify and protect areas and natural features of the province which have unique recreational landscapes or special scenic or scientific value, as has already been done in the case of the Niagara Escarpment.

The government does not and should not assume responsibility for direct delivery of all leisure and recreation opportunities. However, *it will promote the coordination of responsibilities and activities among the several jurisdictional levels, many provincial agencies, the public and commercial sectors, and private individuals.*

While the foregoing has emphasized the role which government can play in ensuring that Ontario's resources for recreation and leisure are made available to all of its citizens, it nonetheless remains true that most decisions concerning recreational activity will continue to be private ones. The vast resources of this province can and should support increased opportunities for individual recreational land holdings and commercial recreational development by the private sector.

## C. Settlement and Urban Development

### 1. *General Policy Objectives*

Underlying both economic and resource conservation objectives is a common theme: the direction and spatial pattern of change in economic activities, population distribution, and settlement, together with the system of physical and functional linkages that ties all these elements together.

Urban development is the common denominator and physical expression of these elements, and to a very large extent the vehicle for achieving the Government's social, economic, and resource objectives must be the direction of urban growth. In addition, however, there are two basic policy objectives which relate to urban development itself, its costs and its benefits. One objective is *to improve the effectiveness of the provincial urban system as a vehicle for the delivery of services as well as for the encouragement of economic growth.* The other objective is *to achieve a more balanced distribution of urban growth in the province,*



helping to relieve some areas of the costs and pressures of too-rapid development while providing a desirable impetus in other places. Together, these two objectives can be summed up as *structured deconcentration*: that is, the diversion of a certain amount of growth from areas of present heavy concentration to a predetermined set of urban centres across the province.

## 2. *The Urban System*

Ontario's urban places are highly interdependent; growth and change in one are likely to bring about related changes in others. This interdependence includes both economic linkages and the nature and scope of services provided by each centre. Collectively, the province's urban places and the functional, economic, and physical links between them may be called the "urban system" of the province. *It will be the policy of the government to recognize, reinforce and build upon the structure of the urban system, and to make use of its potentials to achieve its overall planning objectives.*

This policy will recognize the dual functions of urban centres in providing services for their hinterlands, and in serving to a large extent as the vehicle of area economic growth. Also, the application of the policy in each of the major regions must be addressed to the particular planning objectives sought in each region. These considerations imply different needs for each centre, determined by the particular requirements of both the centre and its hinterland. *In the eastern and northern regions the urban system will be rationalized, in part to aid in securing economic development objectives, and in part to provide a vehicle for improving the provision of services. In the central region, the main purpose will be the structuring of growth and improvement of the important linkages between*


*centres. In the southwest the system will again be used to provide higher levels of service to selected areas, as well as to encourage economic diversification.*

At present, the province's urban system is strongly, perhaps too strongly, focussed on the principal centre, Toronto. This tends to maintain existing economic disparities and to encourage further concentration in the Toronto area. Therefore, *six sub-systems of urban places will be encouraged to develop in Ontario, all but one focussed on a regional centre (Figure 11). Apart from Toronto, four cities are tentatively designated for this role, subject to further study and public reaction in the several regions. They are London, Kingston, Ottawa, and Thunder Bay. These cities will be encouraged to develop their role as regional service centres. In some cases, though not all, economic growth will also be encouraged.*


The sixth sub-system is Northeastern Ontario's. Due to the particular geographic and economic circumstances of this region, an urban system based on a single regional centre may not be appropriate. While Sudbury may come to assume this role in time, a firm commitment to this as policy now would be premature.

While all urban centres provide some services to their own hinterlands, certain cities and towns will be encouraged to serve a larger role as *subregional service centres. Subject to the results of detailed regional studies and plans, these will be Windsor, the Kitchener-Waterloo-Cambridge complex, Hamilton, an urban centre in Haldimand-Norfolk, the St. Catharines-Welland-Niagara Falls complex,*



 Provincial  
Centre

 Preferred  
Major Regional  
Centres

 Preferred  
Major  
Sub-Regional  
Centres



*Oshawa, Barrie, Belleville, Cornwall, North Bay, Timmins, and Sault Ste. Marie.* Since the regional and subregional centres serve areas which vary widely in size and population, they will similarly differ considerably in scale and in level of services provided.

Toronto and Ottawa are both special cases. Toronto, which serves the whole province and in some ways the whole country, will be further discussed below. Ottawa, though the main service centre for parts of Eastern Ontario, also has a unique position and an independent economic base as the federal capital. It is, however, an integral part of the provincial urban system and must be recognized as such. Ottawa will therefore be regarded and treated as a regional centre. It is not considered as requiring economic stimulation, but would greatly benefit from diversification.

The urban system of Northern Ontario also requires special consideration. A history of settlement based largely on transportation and natural resources development has left the north with a scattered pattern of communities, many of them very small and some with a weak, vulnerable, or disappearing economic base. *Long-term policy will be directed to the rationalization of this pattern, including some consolidation, to the extent that this can be accomplished to the advantage of residents. This will provide a better vehicle for economic development, and will also improve the levels of service and the quality of life in the region. New development generated by resource use will be accommodated, as far as possible, by the expansion and strengthening of existing communities, rather than by the creation of new ones. Local government will be assisted*



in order to permit more effective municipal control of urban development, consolidation and rationalization of service delivery, and reduction of the financial weakness of artificially divided communities.

An essential underpinning of economic development is transportation, and the efficiency of the urban systems also depends on the adequacy, performance, and selectivity of the service provided by the transportation system. Traditionally, transportation facilities have been provided or improved simply in response to a perceived need or to a need that could be foreseen in the immediate future. This approach inevitably serves to reinforce existing development trends, and furthermore may not, over time, produce the most efficient possible transportation system. Henceforth, therefore, while recognizing the continuing need to provide for growing demands, *the government will use the provision of transportation facilities and services to guide and shape growth in accordance with its planning and development objectives. In particular, the planning of future transportation links and services will be based on the requirements of the desired urban system, and the provision of transportation facilities and services will be used deliberately to foster the development of the system and to aid in economic growth.* The provincial government will also seek the cooperation of the Government of Canada in this respect.

The linkages among urban centres, and between them and other nodes such as hydro generating stations, are also reflected in an intensifying mesh of linear services--hydro lines, pipelines, etc., as well as transportation routes. The proliferation and growing environmental and visual impact of these is becoming a matter of increasing public concern.

*The government will examine how best these effects can be minimized by means of impact studies and the use of shared rights-of-way and service corridors. It will also review the location of such facilities as generating stations and linear services in relation to its planning and development objectives, and will as far as possible employ them to assist in attaining these objectives.*

### *3. Balanced Urban Growth*

Regional development programs will have only a limited influence upon the present pattern of heavy economic and demographic concentration in the south and southwest. By far the greatest number of people will still be concentrated in central and southwestern Ontario at the end of the century. If present trends in population growth continue, at least nine million, or three million more than the present population, will be concentrated in these two regions, with 5.6 million in the COLUC area--the urban heart of the Toronto-Centred Region. Proportionately, these trends will be affected only to a very small extent by economic stimulation in northern and eastern Ontario. If any substantial change in the concentration of urban development and economic activities in COLUC is to be brought about, it must be through a more even distribution of such growth in southern Ontario.

The social and other problems frequently associated with large cities are often in fact the products of rapid growth, or of other factors apart from absolute size. On balance it is far from clear that greater Toronto is "too big," or

indeed that it will be too big twenty-five or fifty years hence. It has undoubtedly suffered in some respects from generally rapid and unbalanced growth, but the growth rate is likely to be substantially lower in the next twenty-five years than in the last twenty-five. Nevertheless, the government will examine alternatives to trends, in the form of other possible urban growth patterns in southern Ontario, and will attempt to assess the feasibility and the social, economic, and environmental costs and benefits of these alternatives in relation to the expected results of present trends.

One possibility would be to accelerate the growth of a limited number of sizable cities, such as Windsor, London, Kitchener-Waterloo-Cambridge, Kingston, St. Catharines, and Ottawa, thus capitalizing on the existing impetus of these centres and their capacity to absorb growth. A contrasted approach would be to disperse growth among a large number of smaller centres, with the objective of keeping the growth rate of each at least at the level of natural increase. A third policy would attempt to direct growth to eastern Ontario and perhaps to the Grey-Bruce-Huron-Dufferin area. Finally, the momentum and economic attractions of the conurbation itself might be exploited through a limited-range dispersion policy, focussing on the centres close to Toronto and Hamilton--the arc of cities from St. Catharines-Niagara Falls-Welland through Haldimand-Norfolk, Brantford, Kitchener-Waterloo-Cambridge, Guelph and Barrie to Peterborough and Belleville--thus in effect creating an extended metropolitan complex.

Some preliminary assessment of these alternatives has already been carried out, but much more detailed analysis of the advantages and disadvantages, including the means of putting the most desirable alternative into effect, will be needed. This

include an assessment of the implications for the urban system as a whole, and of the rural impacts. Studies will be needed also to determine the rate of growth which would, on balance, be optimal for the central conurbation itself. The development strategies proposed by the Simcoe-Georgian Northumberland, Sarnia-Lambton, and Haldimand-Norfolk task forces for their particular areas will also have to be taken into account in assessment.

Because of the importance of the issues involved, thorough public discussion will be essential. On the basis of these detailed studies and the public response, *the government will adopt an overall urban strategy for southern Ontario*. Determining the strategy which will best achieve a diversity of objectives--not all of them necessarily compatible--will require much study, testing and re-testing, and, not least, taking into account the ideas, aims, and aspirations of citizens and local governments.

Whatever strategy may be adopted, it will undoubtedly require more stringent controls on development in the areas where growth pressures are now greatest; in particular, a higher priority for the preservation of prime agricultural land as against the pressures of urbanization.

#### 4. *Management of Urbanization*

No matter what strategy the government might use to deflect some growth from the COLUC area, the strategy would at best only moderate COLUC's growth. Indeed, no more than that would be the extent of the government's aim.



Therefore, the management and structuring of continuing urbanization within COLUC must retain very high priority in the government's planning policies. The Toronto-Centred Region concept of 1970, modified and elaborated on from time to time as a result of continuing studies such as the Simcoe-

Georgian and Northumberland task forces, approved by the government, remains basic policy for the direction, location, and structuring of urban growth in that area, and the government will work consistently towards the implementation of the concept. The government also intends, however, to review the concept in the light of events since 1970, and to consider what modifications may be appropriate.

It will also continue to be the policy of the government to foster well-planned, orderly, efficient, and attractive urban development in the province at large. All development, public and private, will be required to observe the principles of good urban planning as expressed in provincial and municipal plans; to keep in step with local ability to provide services of all kinds; and to respect the landscape, natural resources, and physical amenities of development sites.

##### 5. *Development Under Provincial Auspices*

In order to further the policies of the Government with respect to the management of urbanization, direct government intervention in such forms as new towns and industrial parks may on occasion be required for specific reasons. In general, however, it will not be the policy of the government to create new centres of development, but rather to expand and build upon the resources and fabric of existing communities.



It is the opinion of the government that such an approach is preferable because it will strengthen established communities and in general prove more effective in providing both economic stimulation and regional or subregional services, than would the creation of new and competing centres of activity.

*The housing and industrial development programs of the government will be used in the context of strategic planning policies for the province and its regions in order to further these policies.*

It is recognized that urban and economic development take place in a very diverse physical setting; so that the wrong choice could result in a development site with unusable land, or high building or servicing costs, or unfavourable micro-climate. At least equally important, it could result in the loss of valuable natural resources, the overloading of streams or lakes with wastes, the disruption of fragile ecosystems, and other adverse environmental impacts. *The government therefore recognizes the imperative need to respect the natural environment in formulating plans and programs for economic development and urban settlement and expansion.*

#### D. Policy Development

These are the policies and general objectives which the Government has adopted as the basis of its future planning program. They will be elaborated into a comprehensive provincial development strategy and developed in detail in a series of further statements dealing both with aspects of the four policy areas outlined at the beginning of this section and with individual provincial planning regions.

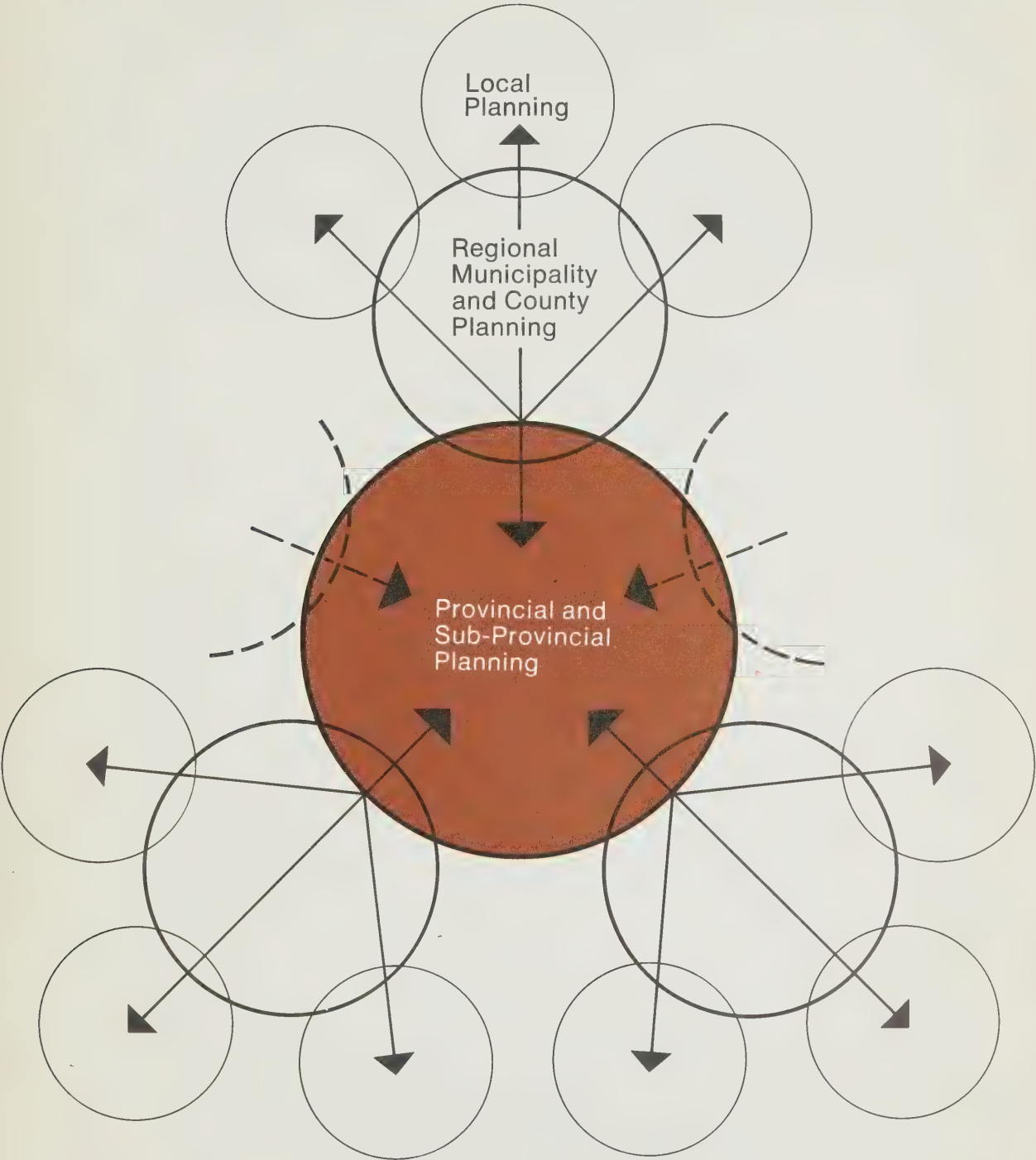
#### IV. FROM POLICY TO PRACTICE

So far, this statement has dealt with the objectives which the government will pursue in managing change, and with its guidelines for achieving these objectives. But if these objectives and guidelines are to have practical meaning, they must be matched by a planning *system and process* which can give them substance.

##### A. Planning at the Three Levels of Government

An effective planning system must be built upon the principle of a *hierarchy of responsibility*: the recognition that each level of government has the right and the duty to plan within its legitimate area of jurisdiction and concern, while at the same time respecting the purposes and plans of the other levels and maintaining a rational continuity from one scale of planning to the next. (Figure 12.)

Many of the programs of the federal government profoundly affect the provincial government's planning program and objectives. These include--to mention only some of the most important--regional economic expansion, transportation, housing, agriculture, and immigration. Failure on the part of the Government of Canada to respect and support provincial policies could largely frustrate them. While recognizing that the national government must and should pursue the interests of the country as a whole, the Government of Ontario is firmly of the opinion that, subject to this overriding consideration, *federal programs and policies applying in Ontario should invariably be guided by and supportive of Ontario's planning policies and objectives and integrated with Ontario's own corresponding programs.*





There are also problems of coordination of planning and programs between the provincial and municipal levels of government, partly because local planning, under provincial legislation and tutelage, has a much longer history in Ontario than has provincial planning. Essentially, the problem is to ensure that the plans of regional municipalities, counties, and local municipalities are consistent with provincial plans, and with each other, while giving municipal governments the greatest possible freedom to plan within their own boundaries.

This problem will undoubtedly be examined by the Comay Committee in its current review of *The Planning Act*, but it can be resolved only in the context of policies governing the relationship between planning at the provincial and at the municipal levels. These policies will be as follows:

1. The provincial Government must assume direct responsibility for matters which affect the general prosperity and well-being of the people of Ontario, and more particularly, those matters which are discussed in Parts II and III of this statement. Thus, *the government has the responsibility to determine to that extent the features which should be incorporated in regional, county, and local official plans, and the standards and criteria which they should meet.*
2. Between the level of province-wide planning and that of the regional, county or local plan, *there is a need for planning at the intermediate level of the provincial planning region, or, in some cases, of smaller subprovincial areas (COLUC is one example, the*



Niagara Escarpment another). Such plans will express provincial concerns and objectives more precisely, and provide the immediate framework for municipal planning. *In such cases it is appropriate for planning to be the joint responsibility of both levels of government.* Precedents and models have been established in the joint provincial-municipal planning programs initiated in COLUC, Haldimand-Norfolk, the Simcoe-Georgian, and Northumberland areas, Sarnia-Lambton, Renfrew County, and the Niagara Escarpment.

3. Once these principles are put into effect operationally, it will cease to be either necessary or appropriate for the province to review municipal planning activities except to ensure that provincial imperatives are observed. In keeping with the government's general policy of delegating responsibility as far as possible to municipal governments, *the province will in these cases withdraw from detailed review of municipal planning except to the extent required for this purpose.*
4. Planning is not a one-way street. *The overall provincial-municipal planning system must provide for local concerns and interests to be taken into account in provincial plans.* Cooperation at the sub-provincial level will be the principal vehicle for this process, though not necessarily the only one.

## B. Achieving Provincial Objectives

Recognizing the rights and responsibilities of the other levels of government, the key elements in planning for Ontario's future remain the policies of the Government of Ontario itself, and the machinery established by the

province to pursue those policies actively and effectively. A policy is a statement of intent, but it is not self-fulfilling. It has value and meaning only to the extent that the necessary programs and procedures are established to carry it out. To achieve the objectives which have been described requires that the government have at its disposal, and make use of, a variety of instruments that will help to shape the evolving pattern of change; it requires an administrative and decision-making system which will enable those instruments to be deployed effectively; and it requires a process of continuous feedback, review, and modification of plans.

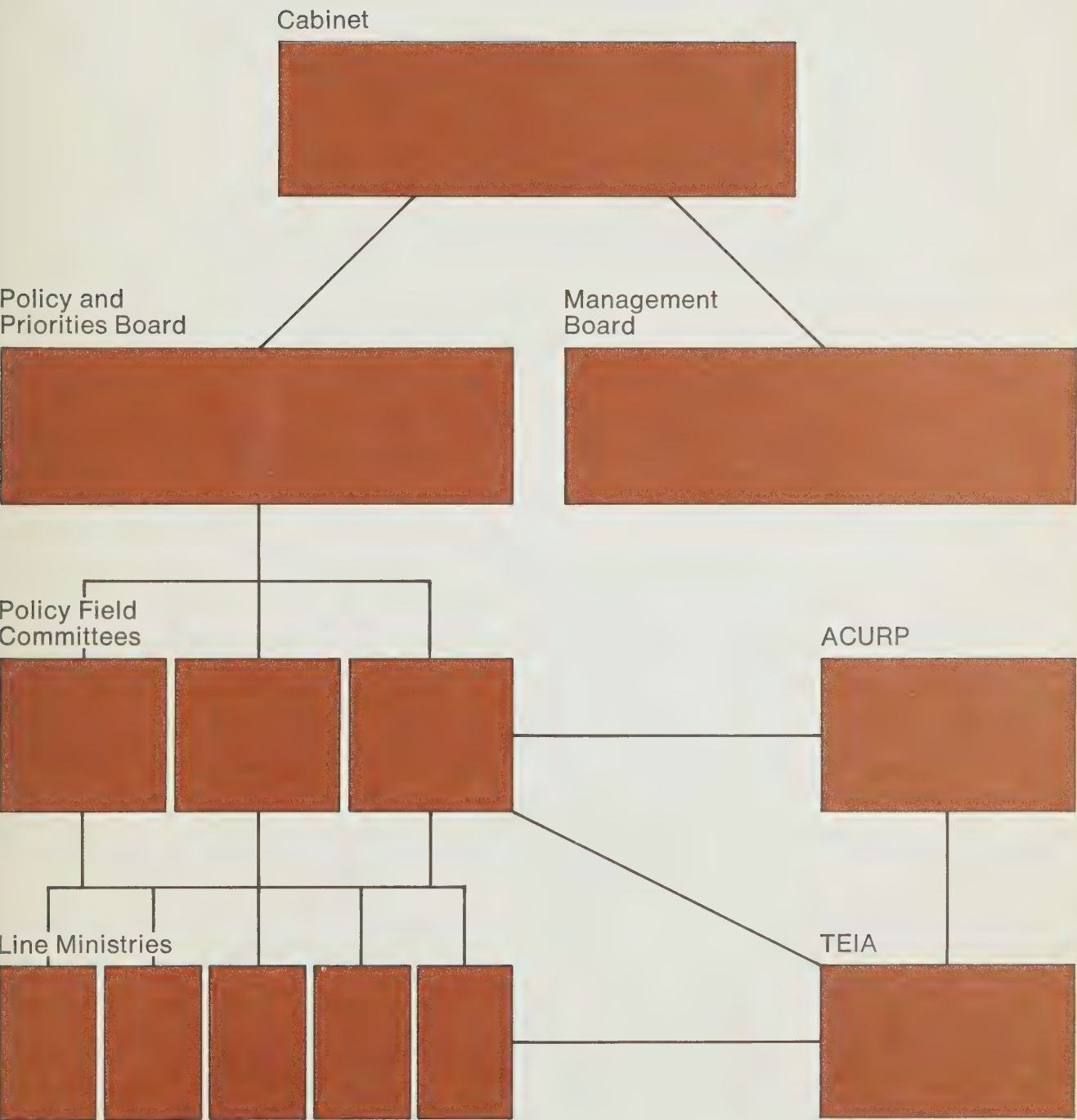
### C. The Instruments of Plan Implementation

The government already has a wide array of instruments with which to secure its planning objectives, though some of these objectives will require new legislation. For example, to stimulate development the government can use subsidies, fiscal incentives, industrial estates, housing, transportation, piped services, and the relocation of government offices. It can discourage development by using, among other things, fiscal disincentives, land use controls, user charges, high performance standards (e.g., pollution control standards), and reduced spending on transportation and piped services. The extent to which these tools will have to be used depends on the precise objectives--the more the objectives run counter to trends, the more government effort will be needed. The problem is not, however, lack of available tools. Such tools exist and are being used. For example, the Government is substantially affecting the shape of future growth patterns through the provision of major servicing schemes in York and Durham, Thunder Bay, and other places; the development of new towns in North Pickering and Haldimand-Norfolk; the Parkway Belt;

and the preservation of the Niagara Escarpment. Integrating these diverse instruments to achieve broad policy objectives is a complex task; and it is further complicated by the need to coordinate task; and it is further complicated by the need to coordinate the plans and programs of government at the federal and municipal levels with those of the province. *The provincial government intends, however, to meet this challenge.*

(Figure 13.)

In some cases, the use of these tools may appear to be expensive for the taxpayer. This is certainly a real issue, but the "price" of a plan cannot be calculated by simply adding up the costs of programs used to implement it. Most of the programs would probably have to be undertaken anyway. The implementation of a plan does not usually involve the spending of a great deal of additional money, but rather the redirection and reordering of spending that would have to be undertaken anyway. Also, good planning can eliminate unnecessary, overlapping, and even conflicting expenditures. This can be a significant saving, but it is a difficult one to identify because it does not show up in a conventional cost-benefit analysis. Finally, the costs of *failing* to plan comprehensively may in the long run be a great deal higher. For example, there comes a point when the costs of coping with increasing congestion may well exceed the costs of a program of planned deconcentration. The costs--social and economic as well as financial--of *not* planning are too easily overlooked, or ignored because they cannot readily be identified or quantified. On the other hand, it is not difficult to show where planning ahead can avoid economic and financial costs to the province and to the citizen: advance acquisition of land for housing; protection of mineral







aggregate resources from premature building development; reducing expenditures on transportation by keeping jobs in balance with housing in newly-developed areas--these are only a few examples.

D. Structure and Process

In fact, a great deal can be accomplished without any significant additional expenditures at all, simply through the effective coordination of existing programs. To a very great extent good planning is simply good management. In an era of increasing stringency in the fiscal resources of the government, it is only good sense to organize the activities of the government as a whole so that they are carefully coordinated towards clearly defined objectives. However well the programs of any particular government agency may be planned and coordinated internally, they will not necessarily complement and reinforce those of other agencies, and their accomplishments will inevitably be limited, unless there is a single overall framework of common objectives, policies, and program coordination.

This was recognized in 1966 *Design for Development* White Paper. On the principle that "the responsibility for the control and administration of any regional undertaking by the government should be in the hands of a central authority which can cut across both departmental lines and county or municipal boundaries," the White Paper announced the establishment of a Cabinet Committee "concerned with the inter-related processes of policy, priorities, planning and coordination of government activity."

In support of this key move, three other actions were taken within the structure of government. An advisory committee of deputy ministers was set up to assist the Cabinet Committee; advisory boards of civil servants were set up in each of the (then) ten economic regions; and the Regional Development Branch of the Department of Economics and Development (now the Regional Planning Branch of the Ministry of Treasury, Economics and Intergovernmental Affairs) was given the mandate to undertake a comprehensive planning program.

With the comprehensive reorganization of the governmental structure in 1972, and modification in the organization of the regional planning program (*Design for Development, Phase Three*), this structure has changed in some respects, but in substance it remains unaltered. It has served well, and its accomplishments have been substantial. But the best of systems needs continuous scrutiny and periodic review. Nearly ten years of experience, which above all have brought home the imperative need to plan for the whole of Ontario, have also sharply illuminated four essential new elements of an effective provincial planning program. These are:

- An adequate procedure for translating general plans into specific program "packages" acceptable to all levels of government, and relating these to the normal responsibilities of the individual ministries so as to produce fully coordinated programs which simultaneously respond to immediate needs and move towards policy objectives without sacrificing one to the other;
- An adequate mechanism for monitoring the results of programs designed to secure policy objectives, and feeding these results back into the planning process;

- An adequate procedure at the provincial level for scrutinizing and approving specific development proposals of a scale or character significant at the provincial or sub-provincial level (e.g., Metro Centre, Stelco's Lake Erie Works) in order to ensure that they are consistent with provincial policies and plans generally, not only in terms of particular considerations such as environmental impact;
- Clarification of the relationship between the planning objectives, responsibilities, and procedures of the province, and those of regional and local municipalities.

## V. CONCLUSION

The past twenty-five years have brought striking changes to Ontario. The cities have spread far across the countryside, and industrial complexes rise in once-remote rural areas. Because these twenty-five years of growth were also years of prosperity, it seemed to most people that growth must be good. Only recently have we become aware that uncontrolled growth has its dangers, too, as we see what industry can do to the environment, or how the influence of the spreading city disrupts the farming community, or as we observe the condition of many North American cities. Growth no longer seems the unmixed blessing it once did; yet we know that for many years Ontario will continue to grow. The population may grow more slowly than before, and more slowly than the recent forecasts have led us to expect; but its growth will be substantial all the same. We also know that most of the people in the more populous province of the future will tend to live in only a few places--and these already crowded.

Our natural resources are not unlimited, as they were once thought to be. We have natural wealth, energy, money, more than many other places in the world, but not enough to squander. More than ever before, it is clear that change in Ontario must be prudently managed during the next quarter century.

First, growth and change must be shaped to achieve positive ends and avoid damaging consequences. They must, in short, be planned. Ten years ago, the Government of Ontario committed itself to comprehensive and effective provincial and regional planning. That commitment is now restated and reinforced. It is the firm intention of the government that the distribution of economic and urban growth will be guided and managed in the interests of Ontario as a whole and of its various regions, that all Ontarians will have access to at least a minimum level of services and amenities, and that our natural resources will be conserved



and protected for future generations. To these ends, a comprehensive development strategy for Ontario will be prepared, and the general objectives and policies outlined in this statement will be progressively elaborated and refined by further statements on specific topics and regions. As these are adopted by the government, they will become binding on all provincial activities, and, where necessary, will be reinforced by legislation.

Secondly, in order to develop and maintain an integrated set of policies and programs directed at the attainment of specific long-term objectives, the government will continue to improve its own internal systems for planning and administration. These policies and programs in turn must be systematically and rationally related to plans and programs at the federal, regional, and municipal levels to create a coherent planning system for the province as a whole. This does not mean that the provincial government will usurp municipal prerogatives. On the contrary, the ability of the municipalities to plan and to carry out their plans must be strengthened if the system as a whole is to work well. But it does mean that there must be clear and firm provincial leadership; and this in turn means that the province must organize its own methods of operation so that it can exercise such leadership.

Thus, the government is committing itself not only to plan, but to make planning effective. The government will continue to examine its own organization and methods of operation, and to change them in whatever ways may be needed for this purpose. Current methods and programs will be scrutinized in terms of their effectiveness in achieving planning objectives. Some may have to be drastically changed. The total planning system in the province will be examined. It too may have to undergo major changes to secure an effective and logical relationship between the various levels of planning responsibility and to combine the greatest possible flexibility and local freedom consistent with overall objectives.



Can we afford all this? In an era of mushrooming population pressure, of sprawling cities, of swiftly rising costs of transportation, energy, and indeed every kind of service, of alarming erosion of many of our precious natural resources, and of a host of other problems, we cannot afford to do otherwise.

SOURCE OF MAPS AND FIGURES

1. Frontispiece. "Economic Landscape." Adapted from Plate 1 of The Economic Atlas of Ontario. Government of Ontario. 1969.
2. Fig. 6. "Projected Population Trends by Region." From Ontario's Changing Population, Volume II: Directions and Impact of Future Change 1971-2001. Ontario Ministry of Treasury, Economics and Intergovernmental Affairs (Regional Planning Branch).
3. Map 2. "Prime Agricultural Lands." Based on data from the Canada Land Inventory program maps. Canada Department of Regional Economic Expansion and Ontario Ministry of Agriculture and Food.
4. Map 3. "Capability for Outdoor Recreation Use." Ontario Ministry of Natural Resources, Strategic Land Use Plan, 1975.

Maps and figures not listed above were prepared by the Ontario Ministry of Treasury, Economics and Intergovernmental Affairs (Regional Planning Branch).







